

3 1761 11649172 1




Government  
Publication



Government  
Publications





Digitized by the Internet Archive  
in 2023 with funding from  
University of Toronto











Gov. Doc  
Can  
Comm

CA1 XC 2  
-38C58

SESSION 1938  
HOUSE OF COMMONS  
710<sup>m</sup>

18



Canada

SPECIAL COMMITTEE

ON THE OPERATION OF THE

# CIVIL SERVICE ACT, 1938

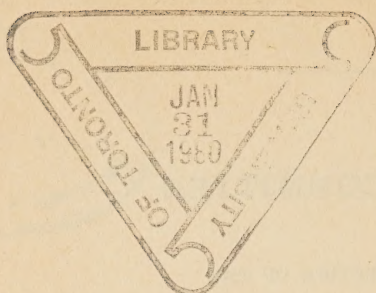
MINUTES OF PROCEEDINGS AND EVIDENCE

No. 21

WEDNESDAY, JUNE 1, 1938

WITNESS:

Mr. J. H. Stitt, Commissioner, Civil Service Commission.





## MINUTES OF PROCEEDINGS

JUNE 1, 1938.

The Special Committee appointed to inquire into the operation of the Civil Service Act met this day at 11 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

*Members present were:* Messrs. Boulanger, Brooks, Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil Mulock, O'Neill, Pouliot, Spence and Tomlinson—(17).

*In attendance:*

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. A. Potvin, Commissioner, Civil Service Commission.

Mr. J. H. Stitt, Commissioner, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Mr. S. G. Nelson, Examiner, Civil Service Commission.

Mr. J. H. Stitt was recalled and further examined. He tabled a list of Civil Service officials who were born outside of Canada. (Printed in evidence).

Witness retired.

The Committee adjourned to meet again on Thursday, June 2, at 4 o'clock, p.m.

J. P. DOYLE,

*Clerk of the Committee.*



# MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 1st, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Order, gentlemen; we have a quorum. Mr. Stitt, please:

J. H. STITT, Civil Service Commissioner, recalled:

The CHAIRMAN: Before you start, Mr. Stitt, would you please table a list of the employees of the Civil Service Commission who were born outside of Canada.

The WITNESS: Yes, Mr. Chairman. This is a list that was made up in the secretary's office by the assistant secretary. It states the names of the officials in the Civil Service Commission, the class or grade in which they work, the salary, and the country in which they were born. It relates to employees of the Civil Service Commission who were born outside of Canada.

## CIVIL SERVICE COMMISSION

List of employees on the staff of the Civil Service Commission born outside of Canada

Class	Salary	Born
F. G. Ashton, O.A.S., Clerk, Gr. 4. . . . .	\$1,920	England
M. Balmer (Miss), Dept. Accountant, Gr. 1. . . . .	2,220	Scotland
P. Barry (Miss), Clerk, Gr. 3. . . . .	1,620	U.S.A.
G. A. Brown, O.A.S., Head Clerk. . . . .	3,000	Scotland
V. V. Burke (Miss), Stenographer, Gr. 1. . . . .	720 T	England
F. Burns (Miss), Stenographer, Gr. 2. . . . .	1,260	U.S.A.
W. A. Cole, Investigator, Gr. 3. . . . .	3,720	New Zealand
P. M. Eades (Miss), Stenographer, Gr. 2. . . . .	1,380	U.S.A.
C. E. Garrett, O.A.S., Examiner, Gr. 3. . . . .	3,360	Jamaica
D. Hanger (Miss), Stenographer, Gr. 2. . . . .	1,380	England
S. D. Hemsley, Examiner, Gr. 2. . . . .	2,520 T	England
C. P. H. Holmes, Clerk, Gr. 4. . . . .	1,680	Japan
J. J. MacDonald, O.A.S., Clerk, Gr. 2. . . . .	1,380	Scotland
B. MacDougall (Miss), Stenographer, Gr. 1. . . . .	720 T	Scotland
A. C. Mathews, Office Boy. . . . .	480 T	Scotland
C. R. Medland, O.A.S., Investigator, Gr. 3. . . . .	3,720	England
R. Morgan, O.A.S., Examiner, Gr. 3. . . . .	3,360	Scotland
G. A. Nash, O.A.S., Sr. Messenger. . . . .	1,380	England
E. L. Paul (Miss), Stenographer, Gr. 1. . . . .	720 T	U.S.A.
A. E. Percival, Clerk, Gr. 2. . . . .	1,380	England
E. Richardson (Miss), Clerk, Gr. 3. . . . .	1,500	England
M. L. Sallans (Miss), Stenographer, Gr. 1. . . . .	720 T	Argentine Republic
W. A. Smith, O.A.S., Draftsman. . . . .	1,800	England
B. A. Southgate (Miss), Stenographer, Gr. 2. . . . .	1,080	England
M. Snipper (Miss), Stenographer, Gr. 2. . . . .	1,140	England
R. M. Walker (Miss), Examiner, Gr. 2. . . . .	3,000	India
F. E. B. Whitfield, O.A.S., Investigator, Gr. 2. . . . .	2,520	England

*By Mr. MacNeil:*

Q. With respect to Ashton "O.A.S." Was his service in the C.E.F.?—  
A. That indicates that he has entitlement to the military service preference under the statute.

The CHAIRMAN: I have also asked Mr. Potvin to tell you about those whose experience and qualifications have been checked by the commission, and I have received these files. A request was made to Mr. Potvin to be present this morning and he will take these up later on.



Now, Mr. Stitt, you may proceed with your statement; then I would like to ask you two or three questions.

Mr. MACNEIL: With regard to this?

The CHAIRMAN: I wanted to ask some questions of Mr. Potvin about these files. You may ask any questions you wish to about this list right now.

*By Mr. MacNeil:*

Q. I was going to ask Mr. Stitt if he is prepared to indicate whether or not all of these people have the necessary five years residence in Canada before appointment?

The CHAIRMAN: Sit down, Mr. Stitt; make yourself at ease.

The WITNESS: I am so used to being in court standing up that I do it naturally. I am not very often in the position of a witness, you see. Mr. MacNeil, I believe that everyone on the staff has had the five years' residence if appointed since the Act was amended changing the three years to five years. Most of these officials you must remember were appointed to the Civil Service Commission long before I went there. Some of them have been there for a large number of years.

*By Mr. MacNeil:*

Q. Have all of them been naturalized, those who were born outside of the British Empire?—A. I haven't a modicum of doubt of that. I have not looked it up, but I have no doubt whatsoever. They could not be employed if they were not naturalized without the necessary order-in-council that is provided in the statute. I do not think there is any doubt about that.

Mr. MACNEIL: That is all.

The CHAIRMAN: Are there any other questions on this point, gentlemen?

*By Mr. Spence:*

Q. You do not appear to have an Irishman in a single job on this list at all?—A. Isn't there an Irishman there?

Q. Not one.—A. I am a little Irish myself, you know?

Mr. GOLDING: Mr. Chairman, what good purpose is going to be served now by advertising all these salaries and this list?

The CHAIRMAN: Well, Mr. Golding, it is important to know who forms the personnel of the Civil Service Commission; and in these cases I wondered if it was not possible to secure the employment of Canadian born people, in the case of persons who did not enjoy the returned man's preference. That is the point. I wondered if it was impossible for the commission at that time to secure the employment of Canadian born instead of these people; and yet these people have the special qualifications which made them indispensable.

Mr. TOMLINSON: I would like to give one instance here: C. P. H. Holmes, clerk grade 4, from Japan. He is not a returned man.

The CHAIRMAN: Those are some of the things that have to be scrutinized in due course. You have more information in this committee than any other committee ever had; and you will receive very shortly charts of the various departments showing the organization of each department; and you will have some more information besides that. I would like to draw attention again to the appendices of the report which contain reports of the commission for the last 20 years. It is most valuable. And, I might say right now it is due to Miss Saunders, who has done that work, and she has done much more than that, she has specified the rulings of the Department of Justice. No one person deserves more credit for the work done by the Civil Service Commission than

[Mr. J. H. Stitt.]

Miss Saunders. I am glad to pay that tribute to her, without ignoring anyone else to whom praise is due. I believe the civil service on the whole will agree with me on that.

The WITNESS: I agree with you.

The CHAIRMAN: I have been wanting to say that for some time. I now acknowledge publicly the work Miss Saunders has done for this committee.

*By Mr. Tomlinson:*

Q. What were you going to say, Mr. Stitt?—A. You asked me about the appointment of Mr. Holmes. Mr. Holmes was appointed as a clerk grade 4 from that administrative clerks competition whereby the age limit is reduced to I believe a maximum of 25 years; and it is a new procedure adopted by the commission to get the most outstanding university graduates into the civil service. They came in by competition, and in this particular competition there were no returned men involved, with one exception—I think there is one there, Mr. Hughes. I think he enlisted when he was 16 and he wrote the examination and came in on that basis.

Q. I was wondering about these positions for which you desire to obtain young graduates from universities; where do you advertise these, in what form do you advertise these positions?—A. These positions are advertised to all the universities throughout Canada, both French and English; and Mr. Bland has been in contact with the presidents of the universities; in fact, I believe he went to the university of Nova Scotia (Dalhousie I think it is) and he gave an address there advancing the idea that the commission had; to get men highly qualified, university men; in order to have men in the future who will be able to take on the higher administrative positions. I spoke at Queen's university on one occasion, and I think that Mr. Potvin has spoken at the university of Montreal. It is very extensively advertised. I do not know how many we had in the last competition—165, Mr. Nelson tells me—I am speaking from memory—they are rated on their academic standings by the registrars, and by the recommendation of the principals; and they also have to write an essay and submit to an oral interview.

Q. Now, Mr. Stitt, they are not advertised in the newspapers the same as many of the others are?—A. I cannot answer you that, I must confess—as to the details of their advertising. I do not know. Mr. Nelson would be able to answer that.

Q. What would be your opinion now; would it not be better for the service generally throughout the country if positions such as those were advertised in the recognized daily papers throughout the Dominion?—A. Yes, I think it is a matter to which we might give more extensive advertising; although, we have had very splendid response, and the departments are very well satisfied with the men whom we are getting. We might miss though a few men who have recently graduated during the last year or so.

Q. What I am trying to get at, Mr. Stitt, is, you go to these universities and you have a professor who attempts to advise the commission and says now I have two or three men who are very well qualified for these positions. I have reason to say that. And by not advertising it in the daily papers other students might not be able to see it, and they might not just be in favour with that particular professor, and so be deprived of the knowledge that the position was open.—A. Of course, any student—

Q. They may have left the university.—A. Any student recently—for instance, in the last year's graduating class, or the previous year, or the two previous years—we have advertised this competition now only for three years—pardon me I am told it is two, we are entering the third—with an age limit of 25 years (no, Mr. Nelson tells me it is 28) I was mistaken when I said 25, the age limit is 28.

Q. Yes?—A. Except in the case of returned men. I think there is something in what you say, Mr. Tomlinson; that it might have been advertised in the newspapers.

Q. Should not all of these competitions be advertised in the proper open way? You send notices now, as I understand it, you send notices out to the head of the Liberal-Conservative Association, the heads probably of the Liberal associations and then you have them pasted up in some of the post offices—very few people go into the post offices outside of their clerks—and then you send a copy to the member of parliament. Now then, would it not be better if the advertising of these positions, the general ordinary positions, would go into the daily newspapers where all students would see them?—A. For instance now, you take our general advertising for clerks grade one and grade two which we are holding at the present time, they are advertised throughout the newspaper press of Canada; and special positions are advertised throughout the newspapers of Canada.

Q. If you advertise one or two why do you not think they should all be advertised? Why take special positions—we have an example of those special positions?—A. They are extensively advertised throughout the country. They are all paid, too—

*By the Chairman:*

Q. Do you pay anything to the press for publishing these advertisements?—A. Oh yes, we do.

Q. You pay the usual advertising rate?—A. Yes, and we naturally have to work within certain appropriations.

Mr. SPENCE: Hear, hear; that has to be considered.

The WITNESS: I remember, there was a scheme of advertising which came up about a certain position mentioned the other day and I noticed that the Toronto Telegram was on and the Mail and Globe was left off. I said I thought the Mail and Globe ought to be on. I think the examiners and the commissioners are trying to advertise positions widely. For instance, I think we got 35,000 applications for the census jobs—

*By the Chairman:*

Q. Did you publish it?—A. When I said 35,000, that was wrong.

*By Mr. Spence:*

Q. Was it 3,500?—A. No. We had 7,200 applicants I believe, and we corrected 35,000 odd papers.

The CHAIRMAN: If you published it in the Telegram and the Mail and Globe the Toronto Star would be jealous.

The WITNESS: It was also in the Toronto Star.

*By Mr. Tomlinson:*

Q. I am not concerned about the paper it goes into, I am interested only in the idea.—A. I would like to explain, I was interrupted there; I was saying that we had a special position the other day which called for rather technical qualifications. We advertised it in the principal daily newspapers. We advertised it in the technical trade journals—the Medical Journal or the Engineering News, whatever it was—and I think we spent a lot of money in advertising.

*By Mr. Mulock:*

Q. That is not the one that is mentioned in the Journal this morning is it?—A. That is the one you mentioned yesterday.

[Mr. J. H. Stitt.]



*By Mr. Tomlinson:*

Q. What I am trying to get at is the point—for instance, the O.A.C. sends out each year certain graduates, some of them being specialists in wheat rust, some of them in livestock, and in different departments of the work. Now, a notice is posted up in the post office in Port Elgin, or Kincardine—

Mr. DEACHAM: Or Wingham?

Mr. TOMLINSON: —yes, or Wingham; and the notice is sent to the local member. The point I am making is that most of the graduates have no knowledge that the advertisement for this specialized position has been posted. If it were placed in the daily newspapers—I am not concerned as to which it is—it would be easier for them to get the notice.

The WITNESS: Your idea is that in local positions there ought to be more local advertising?

*By Mr. Tomlinson:*

Q. Not necessarily local positions. What I am talking about now is, we have the O.A.C.—I have a certain instance that occurred there a couple of years ago, where a certain professor sent the names of certain people into the department recommending them for these positions in the agricultural department; and I objected to that because the other boys knew nothing about it. I had to write in here to the secretary of the commission and ask that their names be put on the mailing list for positions of the kind being advertised. That is what I am trying to get at. I think it could be done more cheaply if you had a proper system.—A. I think we do advertise quite thoroughly. There is nothing we do that cannot be improved upon.

Q. Under the British system they have certain papers in which they advertise all positions. It goes out every day and everybody in England has the opportunity if they desire to do so of applying to take an examination, and they tell me it costs very little because these newspapers are very glad to get these notices as an aid to their circulation.

Mr. GOLDING: It would be important to know if you went into a thing of this kind what the cost was going to be.

The CHAIRMAN: Would it not be possible to make arrangements with the press so that when there are advertisements from the Civil Service Commission they would take the same place in the paper, in the same column, and so that these notices shall contain a reference to a notice which is being posted at the post office. The result of such a scheme would be that it should not be so costly as the present system of advertising. Everyone's attention would be drawn to the fact that there is a notice for a certain position in the post office and anyone could go there and read the notice. It seems to me that it would be much less costly.

The WITNESS: I would be very glad to go into that.

The CHAIRMAN: Do you think there is anything in that?

The WITNESS: I think there is something in that, yes, surely. Canada is a very wide country and it is pretty difficult owing to distance to keep the proper amount of advertising within reasonable proportions; and I am certainly glad to have these suggestions.

The CHAIRMAN: And instead of having too columns foolscap page with Pica type you would have about ten lines?

The WITNESS: Yes.

Mr. TOMLINSON: That is the same thing.

The CHAIRMAN: You would have about ten lines in the same corner of the same column of the paper and people would watch it and when they saw it they would go to the post office for more details.



Mr. TOMLINSON: That is right.

The WITNESS: That is a very good suggestion.

*By Mr. Spence:*

Q. A few minutes ago you said you checked up 7,000 examination papers?—  
A. No, I said there were 7,200 candidates. I think they each wrote 5 examination papers and I think we corrected about 35,000 papers.

Q. How many employees did the commission ask for in that advertisement?—  
A. It was a general examination for clerk grade 1 throughout the service and also for 275 positions in the census.

Q. 275 positions altogether?—A. Yes.

Mr. SPENCE: What I object to is this, that an advertisement appears in the Toronto papers, and I remember on one occasion I think they only wanted two real accountants in the excise department. They advertised that they wanted about forty or fifty or maybe one hundred. It was misleading. They had a number of applicants, and, believe me, the whole city of Toronto went after me to try to get on this examination. A young fellow came on there that I know very well; he is now married and has a family; he was allowed to write the examination because he went in the army when he was only sixteen years of age and his mother later got him out. But he was allowed to write the examination as a returned soldier. He was a scholar, one of the brightest, most brilliant scholars I ever knew in my life. I think his examination showed him to get over 100 per cent of the marks. I do not think there was anybody on the examination board that knew as much as he did. I am speaking of what I know.

Mr. HARTIGAN: Over 100 per cent?

Mr. SPENCE: Yes, he got the full amount and he could have got more if necessary. He was capable of passing the examination. He was allowed to write the examination because he was supposed to be a returned man, then, after he passed the examination, he was barred out because they changed their minds and said he was not a returned man. I do not think that is a fair deal.

If a man is allowed to write an examination as a returned man, he should not be thrown out because he was later considered not to be a returned man. I can give you his name, and I remember almost the year it happened. I think there was no better scholar in the city of Toronto or Canada than was that boy. That caused a lot of trouble.

The WITNESS: I know. We have certain cases where men claim the veterans' preference and when we have a mass of applications running into thousands, in the first instance we have to accept their word and, in some cases—

Mr. SPENCE: That is nonsense about having to accept their word. You accept their word and you allow them to write the examinations.

The WITNESS: Yes, and then before we put them on the eligible list we have to check these things and we ascertain sometimes that men are claiming the military preference who are not entitled to it.

Mr. SPENCE: But in this particular case you knew of the circumstances.

The WITNESS: Well, we can make mistakes.

*By Mr. Deachman:*

Q. Is there anything in regard to a man's age? A man in my constituency sent in his application and then it was found afterwards that he was over age, and he wrote his examination before they discovered it.

Mr. SPENCE: That is a simple mistake, but the same thing might apply. In this case he was simply pulled off because he had too much ability.

[Mr. J. H. Stitt.]

*By Mr. Glen:*

Q. Mr. Chairman, I would like to come back to your own suggestion which I think is an extremely important matter so far as the civil service is concerned. The suggestion that the chairman made was that there should be arrangements made with the press, the whole press throughout Canada, that in a certain place in the paper there should be a notice given of all examinations. Now, I asked Mr. Bland, and I am asking you now, would it be possible for the commission to advertise positions that are likely to be vacant throughout the year for a period of three months, six months or nine months or a year?—A. Well, we have not got the civil service organized, or the departments are not organized yet on a sufficient basis to anticipate properly their requirements. Now, that is one of the great difficulties about the service at the present time.

Q. But do you think it might be to some extent?—A. I think we could, yes.

Q. Mr. Tomlinson's point was that students in the university who are attending might be recommended by the professor or the president, but it might happen that one or two young men had left the university and, therefore, would not be recommended. The point we tried to make before Sir Francis Floud was that the youth of the country might know of the examinations and might prepare themselves accordingly. Mr. Bland will be following you, I presume, and you might consult with him concerning the suggestion made by the chairman, and perhaps you might be able to make some recommendation along that line.—A. I think it would be a fine thing to have it in the newspapers, as the chairman indicated, that we are going to hold an examination for so-and-so in such a place.

*By Mr. Tomlinson:*

Q. I would like to carry that a little further. I do not know whether all the members of the committee will agree with me or not. Would it not be wise, then, to notify the public generally in your advertisements that members must not be approached?

MR. GLEN: Hear, hear.

THE WITNESS: I would like to do that, and I have a statement on that right here this morning.

MR. BOULANGER: Before and after the examinations.

*By Mr. Tomlinson:*

Q. Yes, before and after the examinations, and let the public know that we have nothing to do with them, because we are now blamed.—A. I appreciate that.

Q. I do not mind taking blame when I am to blame, but I hate being accused of something which I cannot help.

MR. FOURNIER: There is a regulation to that effect. 105 prohibits any member or any person to see the Commission.

MR. TOMLINSON: I am not talking about that.

THE WITNESS: It does not prohibit the public from bothering the members.

MR. TOMLINSON: If that were inserted in the notice, I think it would be better.

THE CHAIRMAN: We are never bothered, but at times they are disappointed, and nobody can help it.

*By the Chairman:*

Q. Do you not know, Mr. Stitt, that the wider the publicity, the greater the disappointment?—A. Exactly.

Q. Because the more a position is advertised, the greater is the number of those who make application.—A. You could advertise to such an extent that it would cost twice as much to operate the Civil Service Commission.

Mr. GLEN: Not in the way the chairman suggested.

The CHAIRMAN: No, no.

The WITNESS: He raised a very important point.

*By Mr. Glen:*

Q. His suggestion was that there should only be a bare notice of the examination but that it should contain a reference to the place where they might get further information and their application forms. All you would have would be two lines to show that such a position was vacant and where they could get further information about it. In that way you could save the expense of newspaper advertising. You agree with that, do you?—A. Yes, I do.

The CHAIRMAN: There are two sides to the question. It is most important that the positions should be well advertised in order that the commission secures the best men. That is one point. The other point is that if you advertise a position for Wingham or Port Elgin, or any such place like that outside of the city of Toronto in the large Toronto dailies, then you will cause embarrassment because the position is rather local and you will have a much larger number of applicants than is required. Therefore, I presume that it would be much better to have a position for Port Elgin or Wingham only advertised in the local press.

Mr. TOMLINSON: Yes. I want to hold it to the locality, but there are numerous dominion-wide competitions and district competitions. For instance, the census, you had all these applications knowing that the appointment should go to the west. It seemed ridiculous to me to advertise from ocean to ocean when it was a western appointment.

The WITNESS: Of course, the work that we advertised the positions for was in Ottawa. These were headquarters positions, and the whole country is entitled to participate in headquarters positions.

The CHAIRMAN: The costs or expenses of the candidate have also to be considered.

*By Mr. Mulock:*

Q. You were discussing local positions; when you advertise for a position in a village, what do you mean by "locality"? What is the present understanding of the word "locality"?—A. We have never been able to get a proper definition of "locality" from the Department of Justice. And I do not know that we have ever been able to legislate. If you gentlemen want to do some real service to the Civil Service Commission, if you can legislate and define "locality"—

Mr. TOMLINSON: It cannot be done.

The WITNESS:—I would be extremely obliged.

*By Mr. Mulock:*

Q. What would be the outside distance? How many miles away?—A. Here is what I think: You take where we advertise a position of caretaker in Wingham or the Wingham locality—

Mr. SPENCE: It should be confined to Wingham and locality, that is all.

Mr. TOMLINSON: What is the locality?

The WITNESS: Just a minute. Ought it to be confined to the town of Wingham and ten or twenty miles surrounding it? Ought it to be confined to three or four towns adjacent thereto? Ought it to be the municipal corporation?

[Mr. J. H. Stitt.]



Mr. DEACHMAN: It depends upon the area of the service that is to be given.  
The WITNESS: Also the population.

*By Mr. Deachman:*

Q. In the case of a town where a caretaker is required, it might be that town?—A. Yes.

Q. In the case of a clerk in a post office, it might very readily mean any one who is served by that post office area, and the same would apply as far as the customs was concerned.

Mr. SPENCE: That is right.

*By Mr. Deachman:*

Q. The trouble a member has is that the particular town, in regard to a customs position, will demand that the man shall come from that town and sometimes even that his grandfather shall be born in that town.—A. I do not think that is conducive to really good civil service administration, because if you confine the area of competition to too narrow an area, well, you do not possibly get as good candidates as you would if it were a little larger.

Q. A further question I want to ask in that regard is this: The customs department covers a larger field than the post office; why could not advertisements be issued once or twice a year and customs examinations held within that district? Take, for instance, the London customs district. I am not sure where the area extends, but it will probably cover half way down to Sarnia and Windsor. I do not know whether Stratford is included in it, but it is quite a wide area. Supposing promotions occurred within that area, as it stands now, if a man is appointed to a junior position in the customs house at Goderich—I am using my own constituency by way of illustration—then the top position for that man is probably that of head man in the Goderich collection department; whereas if you were to advertise over the area, then a man would know that promotion could be had, first within that area, and when you reached the higher position then there might be transfers from one area to the other. I suggest first within the district and then outside that district, or we will say that the head of that collection district in London, or the deputy head, is transferred to Toronto or some other place. The Civil Service Act, under the present system, tends to become somewhat fixed and static, whereas if these men were moved about in the area and afterwards outside that area there would be a chance for the infusion of new ideas and, in my judgment, a strengthening of the service.—A. In fact, I believe, Mr. Deachman, it is correct for me to state that we are operating in the customs department now in the areas of the district for promotions.

Q. Yes, but there is a devilish number of protests about the matter.—A. I know. I had a member speak to me the other day about a certain promotion that came up, and it was confined to three or four towns. A man from a rival town came in and got the position in the local town, and all the local fraternity were up in the air about it.

*By Mr. Glen:*

Q. Following up what Mr. Deachman has said that there should be promotion within the service and that it should be recognized by the commission that men in the service may be transferred to other posts, would not that get over the difficulty?—A. That is a matter of publicity and knowledge.

*By Mr. Deachman:*

Q. That requires a certain amount of advertising and a certain amount of publicity work on behalf of the commission and on behalf of the members. Any



member here can go before his constituents and explain to them the advantages of that system. It would be better if I could say to the people of North Huron that under this system a man who is appointed to a clerkship in Goderich may wind up at the head of the customs department in Toronto. That is the way the system would be worked in England?—A. That is right.

Q. There is another question bearing upon the same point which I should like to ask while I am on my feet. To what extent do transfers take place from one department to another? When Sir Francis Floud was here he mentioned his own particular case where he had been transferred from different departments.—A. Not to any great extent.

Q. In that case he said it added to his knowledge and increased his capacity for occupation of a position in a higher field.—A. That is a matter that is not developed very much yet in the Canadian public service.

Q. Should it not be developed?—A. I think so.

*By Mr. MacInnis:*

Q. Can you give any reason why it has not been developed? Who is responsible?—A. The difficulty is this: I suppose in the departments themselves they become local in their outlook and they want to reserve promotions for the people within the one department, and, if you seek to change one man from one department to another, well, the department to which he is going will say, "Well, somebody is getting in the line of our promotions."

I do not know how numerous transfers are in the lower ranks of the service in Britain, but they certainly are in the higher ranks. For instance, I do not know of any reason why a man who can administer the law in one department, which is a matter of administration, cannot within a short time of preparation be capable of administering another law in another department. It is a matter of clerical efficiency and administrative skill, common-sense, application to duty and ability to meet the public. A lot of these positions are not mysterious.

*By Mr. O'Neill:*

Q. It seemed to be necessary in connection with the advertisement which you mentioned yesterday to have had seven years' experience in administration work.—A. I was thinking about that seven-year clause last night, and, as I indicated to the committee yesterday, that advertisement did go through my hands with a little suspicion. But I said I will let it go so far. I had a little suspicion of it. And the thing that struck me was the seven years. But the members of the bar will know that unless a man has had ten years' practice before the bar, he is not eligible for a judgeship. That is on the statutes, and taking seven years gives a man an opportunity to have his practice established and a reasonable amount of experience. I believe it was you who suggested sufficient experience. I think it is well to be on our guard in connection with that.

Q. We are creating the impression amongst an awful lot of people, not a few people, but an awful lot of people, that when there is a position of any importance you make qualifications to fit some one certain man that you can go and pick up.—A. I want to tell you, Mr. O'Neill, that the commission are doing all in their power to prevent that sort of thing, and I made suggestions yesterday to the committee along that line.

*By the Chairman:*

Q. Mr. Stitt, I presume that the advertisements could be considered from a double angle. Why do you not make regulations of the board to the effect that "locality" means one municipality? There should be four divisions with regard to advertisements: one local, and "local" means one municipality. There should be afterwards the county advertisements for the whole constituency. Then the district advertisements for a certain group of constituents, and,

[Mr. J. H. Stitt.]

afterwards, the provincial advertisements for the whole province. But, in the city of Toronto, there should be another distinction because some positions are essentially local within the city of Toronto, like the position of caretaker or other positions of that kind which do not interest people outside of the city of Toronto. But there is something else in the city of Toronto. The post office also should be local, but the customs department in the city of Toronto should be provincial because it interests the whole province. Therefore, you could make two distinctions, one with regard to the scope of the advertisement, local, county, district and provincial, and apply it then to the various positions. You do not need any ruling from the justice department. You are the bosses; you can make your own regulations in that regard.

Mr. MULOCK: Mr. Chairman, just a moment, while you are on that point.

The CHAIRMAN: It is just a suggestion.

Mr. MULOCK: May I point out to you that it is not the Toronto post office, it is the Toronto district post office. It includes not only the city of Toronto but that whole area through there.

The WITNESS: It even includes Hamilton as well.

The CHAIRMAN: It is not so much the post office that I wanted to mention as the distinction that was to be made between positions that are provincial and those that are local.

*By Mr. Boulanger:*

Q. It would be an easy matter to make those two principles work harmoniously together, would it not—that is, the principle of free, open and public competition which is supposed to underlie this civil service system and the principle of local appointments?—A. I do not think it is extraordinarily difficult.

*By Mr. Glen:*

Q. Keeping in view that you are administering the civil service of Canada?—A. Oh, yes, absolutely. There is always one dominating principle, and it is this, that we have got to have an area of competition so that we are going to get competent people. For instance, I will just give you an illustration. Take certain parts of the west that are partially inhabited, and take other parts of the east where there is a great congestion of population. Within the municipality, the small village or town in the east you will have hundreds of applicants, whereas in the larger areas out west, depending upon the character of the population, their pursuits, their occupations, the number of them will be smaller. You have got to have a larger area sometimes. Each case has got to be—

Q. That does not answer Mr. Boulanger's question as to whether you could reconcile local positions with dominion positions?—A. I think we have got to make up our mind whether a position is local or not; and if it is local, it ought to be confined to the local area.

*By Mr. Fournier:*

Q. You would make a distinction between local positions and national positions?—A. Yes. We do that.

*By Mr. Tomlinson:*

Q. While we are on this, I would like your opinion on the small non-competitive positions, such as the \$600 caretaker.—A. Hardly non-competitive.

Mr. FOURNIER: And certain lightkeepers, also.

*By Mr. Tomlinson:*

Q. And certain lightkeepers; there is no competition as to their special ability. Put it that way.—A. It is a matter of qualification, largely.

Q. Well, it is a matter of costing the country considerable money to pay a man to choose from several applicants a man for the position. Would you say that the Civil Service Commission would be improved by taking out these cantankerous small positions; and would it save you, as a commission, considerable trouble and difficulty, especially in the rural parts of our country? I do not want to talk about the cities or speak about the cities, because they will do it themselves. I find now that where great distances are involved, you do not have any special examination that they have to pass, up to \$600. I understand that is the case.—A. Now, I have been both a member of parliament and a member of the commission, and I understand your problem, gentlemen. I know it is a very difficult problem with you, and one that causes you a lot of heartburn and trouble.

The CHAIRMAN: And to the commission.

Mr. MULOCK: And to the commission.

The WITNESS: And when it causes you trouble, it causes us trouble; because you wonder why it is that we have got to carry on work and make appointments that interfere with your peace of mind and your way of life. I have got to make this statement frankly before you: I never got out of trouble as a member by having power to make appointments. I got into trouble. I remember I had a local post office in my county. The postmaster went wrong. He did not properly account for a few hundred dollars that he had, and there had to be a new appointment. I went up to the district, and naturally I picked one whom I thought was a good man, a good supporter of mine, and I picked a Pole in a district of Ukrainians. Well, I had all the wars of Europe in my office. Really, I could exhaust the English language in telling you what I was up against. I wonder if there would not be a way—I have given a lot of thought to this, the last couple of days especially—with regard to these local positions, say of \$600 and less, whereby there could not be competition by nomination; and I think that is what they do in the British service.

*By Mr. Glen:*

Q. What does that mean?—A. It is very hard to find out what it means; and I read one of the regulations of the British Civil Service, where it was explained that the Civil Service Commission would give no information as to competitions that were conducted by nomination.

Mr. TOMLINSON: No, they will not. I was in there and inquired about it, and they gave me certain information but they told me that it was confidential.

*By the Chairman:*

Q. Now, Mr. Smith, with regard to the advertisements.—A. You must not call me Mr. Smith, Mr. Chairman.

Q. I beg your pardon, Mr. Stitt.—A. My mother's name was Smith, though; but my name is Stitt.

Mr. TOMLINSON: Mr. Chairman, might I just carry this a little further?

The CHAIRMAN: Yes.

*By Mr. Tomlinson:*

Q. I do not suppose you would like to acknowledge it, but you would say that it would do away with a great deal of difficulty now in the commission if these positions were left—I might as well be plain—to the members to choose, because to-day we take the blame regardless of whether the Civil Service Commission makes the appointment or not. You know that as a member—a former member?—A. Yes; and I got the blame when I made an appointment.

[Mr. J. H. Stitt.]



*By Mr. Mulock:*

Q. But you got some very bad advice from your local friends?—A. Yes. I just want to quote a passage. It is funny that I ran across this last night; it is a statement on page 207 of Professor Dawson's book. He says, quoting from a one time member from Kingston:—

It is a notorious fact that there was a vacancy in the postmastership at Kingston caused by death, and that the vacancy was fixed on the nomination of the local patronage committee.

I represented a constituency about one hundred and fifty miles long, and if a vacancy occurred at the other end of the constituency I would not know one man in twenty, and I would have to depend upon my political friends. I would probably write to my political committee and ask for a nomination. They might know some poor chap down at heel and say, "Here is a poor chap; give him the position." Sometimes he would be a good man, sometimes otherwise. The member of parliament would act in good faith, but he might have imposed upon him someone who would not measure up to the requirements.

Mr. SPENCE: That is true.

*By Mr. Tomlinson:*

Q. Now, we will go back to the 1932 investigation. I think that most of the difficulties in the Post Office Department fall under the Civil Service Commission there, prior to 1932. I say that because in 1932 the government of the day saw fit to increase the exemptions of offices under the service of the post office department—the revenue offices—from \$400 to \$3,000. Will you tell me if—and I would like it on record—in your opinion you had less difficulty as to the range of positions from \$400 to \$3,000? Have you seen any difference in the criticism of the commission since that increase has been made?—A. Of course, I was not on the commission then. I was not on the commission before there was this elimination. That was done in 1932.

Q. Yes?—A. And I cannot answer that question from my experience. I will be perfectly frank with you. I think we would have a lot less criticism from members, and certainly we would be absolved from a rather difficult task, if you take some of these positions away from us.

Mr. GOLDING: The members would carry it then.

The WITNESS: But as a member, I have got to say I think you are going to carry it yourself; and I believe that by a campaign of education, it might be possible, gentlemen, to acquaint the country with the facts.

*By Mr. Tomlinson:*

Q. We will go a little further. Do you mean to tell me that I require a member of the Civil Service Commission's examining Board to come to Port Elgin to pick out a caretaker who receives \$60 a month, who has no opportunity in the world of advancement? He certainly must have the qualification of the returned soldier, if available; that, I believe, should be left in. But it costs this country money. I am willing to take my responsibility as a member in connection with the small positions. I have to take it now to a certain extent, and I have not got too much to say about it, because it is supposed to be under the civil service. But you do at the present date allow certain appointments which are a great distance from Ottawa, under \$600; and yet you say to me because I am near Ottawa that I am not capable of making that appointment?—A. No, we do not. The commission does not say, Mr. Tomlinson, that you are not capable of making appointments at all. I think most members are capable of making all kinds of appointments, if they are left alone. But you might

be very glad, if you had three or four strong supporters there clamouring for this position, to have the Civil Service Commission examiner come down there and make the appointment.

Mr. GLEN: I think so.

Mr. TOMLINSON: No.

The WITNESS: You might.

Mr. MULOCK: When they are all through, they blame you anyway.

Mr. O'NEILL: The member gets the blame anyhow.

Mr. MULOCK: They say if you have not got enough influence to straighten out a small position like that, you should not be there.

Mr. DEACHMAN: Read the Act.

*By Mr. Glen:*

Q. Mr. Tomlinson's question was whether the commission would be creating a lot of trouble for themselves in making appointments to some of the small positions which he instances, at \$600. What amount of money would be necessary, in your opinion, in order to have the service augmented to such an extent that it could take care of these throughout Canada?—A. Well, now, that is an estimate that I will have to make in a hazardous way.

Q. It will have to be an estimate.—A. I do not think it would cost an awful lot of money with our present staff. It might cost us—what shall I say—we would have to have a couple of travelling representatives, I suppose.

*By the Chairman:*

Q. Yes, and the travelling expenses would be out of hand.—A. And there is the travelling expenditures.

*By Mr. Glen:*

Q. In thousands of dollars, what would you estimate it might amount to?—A. Well, it would be an estimate that I have not given any thought to.

Q. Quite so.—A. I do not think it would be worth having.

*By the Chairman:*

Q. I will tell you honestly, Mr. Stitt, if you cannot figure it out, tell him you cannot figure it out.—A. I cannot.

Q. And your conscience will be clear.—A. I cannot.

*By Mr. Glen:*

Q. I am going to tell you as far as this committee is concerned, there is going to be a fight on this particular point; and now we have got it up to-day, I want your opinion. In the post office it was raised from \$400 to \$3,000. Mr. Tomlinson said that so far as you were concerned, there was much less grief to you; naturally, there was much less grief because you had nothing to do with them, and it was left in the hands of the members. Is not that so?—A. Yes.

Q. In the Post Office Department alone where the patronage was increased to \$3,000. Could you tell the committee before we leave—because you may not be able to answer it now, and I want to address yourself to this fact—how much would it cost in order to have sufficient staff to look after all appointments that are now under patronage? You might estimate that by the number of calls you would have upon you, the number of men you would require. But I am assuming that it would not cost any more than \$15,000.—A. Well—

Q. To the Dominion of Canada to have that done?—A. I would have to go over all the positions that were exempt; I would have to chart them; I would have to go to the examination staff and ask how frequent the average appointments were.

[Mr. J. H. Stitt.]

Mr. MULOCK: More examiners?

Mr. GLEN: Examiners, yes.

Mr. FOURNIER: How do you come to the figure of \$15,000?

Mr. GLEN: I said I was assuming that.

The WITNESS: I really do not think it could be done for \$15,000.

*By Mr. Glen:*

Q. You do not think it could?—A. No.

Q. What I want you to address yourself to is this when answering that question: by taking all the patronage away from members, and putting all the appointments under the control of the civil service board, how much money would it cost the country in order to have that done? I know you cannot answer that to-day, but I do wish you would let us have that.

*By Mr. Fournier:*

Q. Let me follow that up. Mr. Bland has stated we had over 60,000 civil servants in Canada, 35,000 under the jurisdiction of the commission; that would leave 25,000 to 30,000 outside of your jurisdiction?—A. That is right.

Q. Mr. Glen, you say \$15,000 would cover that. I do not believe Mr. Glen thought of those facts. We are spending \$77,000,000 a year, according to Mr. Clark.—A. \$84,000,000, I think.

Q. Mr. Clark, the deputy minister of finance, mentioned \$77,000,000. He also mentioned 65,000 civil servants. How are you going to put under the control of the commission all these extra men and not spend a very large amount? This is just my own personal opinion. You mention that this gentleman writing on civil service matters said in good faith members could often make mistakes in small appointments because they would rely on information given them by their friends; have you, in your opinion, better machinery in my own riding for the appointment of lighthouse keepers, janitors, caretakers of these small positions than my opponents or myself in the riding? Have you better machinery than we have to know the people?—A. No, I do not think we have.

Q. You know that a member in his riding generally knows a good proportion of the people?—A. Yes.

The CHAIRMAN: And he could have the best references.

Mr. FOURNIER: Perhaps in Vancouver you are not so interested.

The WITNESS: I did not say "yes" to that. He does not always have the best references.

*By the Chairman:*

Q. He is in a position to get them.—A. He has got to work within limits, and you have got to visualize this problem within limits.

Q. Matters have changed since the time you were a member of parliament.—A. I do not think they have changed in Selkirk very much.

*By Mr. Fournier:*

Q. My point is this: There is nobody in the commission from my riding that knows the people there as well as I do, and I am not bragging.—A. I think that is absolutely true, Mr. Fournier.

Q. Now, suppose you are going to appoint a lightkeeper receiving a salary of \$300 in my riding. This comes under your jurisdiction. There will be a fight in that locality as to who will get the job. I have had no say in the matter. The commission will appoint the man. But after the appointment is made, who is going to get the blame?



Mr. MULOCK: Mr. Fournier.

Mr. FOURNIER: I am asking Mr. Stitt who is going to get the blame when there are four or five applicants and you make the appointment. They will blame whom?

The WITNESS: They will blame you before they will blame me. I have got to admit that.

*By Mr. Fournier:*

Q. Do you not think if I am to be blamed, that I should have a say in the appointment?

Mr. McINNIS: Mr. Stitt—

Mr. FOURNIER: Just one second.

The CHAIRMAN: Will you wait a second, please, Mr. McInnis.

*By Mr. Fournier:*

Q. Do you not believe if I am going to get the blame for the appointment, I at least should be consulted in the matter, if you do not want to let me make the appointment?—A. I would like to make this statement: I, as a civil service commissioner, have got to answer that question in this way, that my concern as a commissioner is to get the very best people in the public service that I can get.

Q. Do you not think the members have the same idea?—A. I think you do, to a very great extent; almost to 100 per cent, I think. But very often a member cannot function in certain positions without—

Mr. TOMLINSON: We are talking about small positions now.

The WITNESS: —without jeopardizing himself; and it is for you to proceed to prove to your committee whether it is better for you and better for the country to change these minor positions, and if—

*By Mr. Fournier:*

Q. If we were going to be blamed for the appointments I would not insist on having any say, but when I find lists in your classification where there are 19 classes in the group of lightkeepers, ranging from \$3,720 down to \$120 a year—have you any say as a commissioner in appointments to these small positions; or, do you take information from local people where they are appointed?—A. We take the local examiner there, yes; that is the way we do.

Q. You take the local examiner who indicates.—A. The high school principal.

Q. Who indicates this high school principal to you—

The CHAIRMAN: Where there is no high school—

The WITNESS: We would take the public school principal.

*By Mr. Fournier:*

Q. Now, Mr. Stitt, who gives you these references, or these names of people to be examiners?—A. The list of examiners that we have had to work on is the list I believe with some modification—we have had it haven't we Mr. Chairman, through three or four administrations—it has not varied much—our local examiners—

Mr. BLAND: There has been no change.

*By Mr. Fournier:*

Q. How many local examiners have you for these positions all through Canada?—A. I could not tell you the number. We have the principals of [Mr. J. H. Stitt.]

normal schools where there are normal schools; we have the principals of collegiate institutes where there are collegiate institutes, and we have the registrars of universities—

Mr. TOMLINSON: We are talking about the small positions now, I do not want you to forget that.

The WITNESS: If you gentlemen want to take the small positions, take them and good luck to you; as far as I am concerned.

Mr. FOURNIER: Do you think we are right in this, Mr. Stitt?

The CHAIRMAN: You can't say that Mr. Fournier is wrong.

The WITNESS: No, I could not say he is wrong.

The CHAIRMAN: And you won't say that he is right.

The WITNESS: I think—

The CHAIRMAN: But he is right, is he not? Don't you think honestly that what he says is right, and that the praise or blame for what is done in that matter—

The WITNESS: I do—

The CHAIRMAN: Just a moment; and the people of a locality know the member and they can complain to him. They write you a letter and they might never have seen you in your life—although you are an important member of the commission—they do not know you personally; but they do know Mr. Fournier and they would blame him for anything that happened.

Mr. TOMLINSON: Go ahead, Mr. Stitt.

The WITNESS: I just want to get through with this before somebody interrupts me. I wish you would let me finish it, because I am almost finished with it now.

Mr. TOMLINSON: Yes.

The WITNESS: Perhaps we have gone too far in the civil service as a whole in Canada in trying to impose a merit system, an examination system over a whole mass of small positions.

Mr. TOMLINSON: Trivial positions.

The WITNESS: Where it is almost impossible to function in the way people would desire us to.

Mr. BOULANGER: It is so, lots of times.

The WITNESS: I have handled many cases in my short career before the bar, I was pretty busy in court. I had certain things I tried to get done in parliament, and I got them done. And I found it was sometimes just as well to put your foot back a little bit as it was to put it forward too fast. Now, the whole trouble in the Civil Service Commission may be occasioned because we have taken over in standard more than we could function properly with. But now I want to make this statement; that if you are going to take a mass of positions away from the commission—for instance, the caretakers—remember this, there are thousands of caretakers in Canada; and I venture to state possibly—certainly—over a thousand returned men are occupying these positions. Are you going to jeopardize all these people?

Mr. TOMLINSON: No, no, Mr. Stitt; I do not want inference—

The WITNESS: Let me finish this now, because it is important.

Mr. TOMLINSON: But I don't want that inference.

The WITNESS: This is important. As a Civil Service Commissioner I think to a great extent that I am a trustee of these men who have vested rights obtained by competition under the Civil Service Commission as long as I am a commissioner. And I think that in any legislation that you change you ought to be careful to protect the vested rights of—what shall I say—the least of these my brethren—these small positions.

Mr. TOMLINSON: I want to clear that point up—

The WITNESS: Just a moment. And, there is another thing; remember this, that in caretakers' positions, and many similar positions, those are positions that returned men with a small pension can adequately fill; and they have vested rights by legislation which of course in the wisdom of parliament you may change if you care to. But I have something to do—I want to make this statement—I had something to do with the law being enacted in this country for veterans' preference. Just a minute, now. I was chairman of the Ottawa delegation from the Great War Veterans' Association in 1917 that waited on the Union government and asked that preference be passed. I am not going to interfere with that preference. I am not going to give any advice to take it away. I was one of the first men to put it through, and I am going to be one of the last to take it away.

Mr. TOMLINSON: Listen, Mr. Stitt—

The CHAIRMAN: Now, we talk about excitement—but, be careful, it is very dangerous ground. And I would tell you, Mr. Stitt, in all friendliness; don't go too far in your statements. Just answer questions. Be very careful here. You are not arguing a case, you are just answering questions. I say that to you in a most friendly way.

The WITNESS: Thank you.

The CHAIRMAN: It is slippery ground. You have to be very careful how you go about it.

*By Mr. Tomlinson:*

Q. Now, Mr. Stitt, you made a statement there about returned soldier preference; doesn't that still remain with the post office up to \$3,000?—A. Yes, it does.

Q. You did not raise any objection in 1932 as a member in this house to increasing post offices exempt from \$400 to \$3,000, did you?—A. I do not know whether I voted for that or not.

Q. Your memory should be fairly good as to that?—A. I don't just know—

The CHAIRMAN: You see what it leads to. It is very dangerous for you to bring that in. You brought it up and Mr. Tomlinson or any other member has the right to question you about it. It is not my fault. Mr. Tomlinson is quite entitled to ask you questions about that.

Mr. O'NEILL: You have just made the statement that you remember that you were the first one to ask for this returned soldier legislation back in 1917 and now when Mr. Tomlinson asks you about what happened in 1932 your memory doesn't seem to be quite so good.

Mr. GREEN: I would just like to—

The CHAIRMAN: After Mr. Tomlinson has finished, Mr. Green, if you please.

*By Mr. Tomlinson:*

Q. Is not that preference still given to the returned soldier?—A. Yes, that is right.

Mr. TOMLINSON: That is correct. The preference is still given. I am not asking for that preference to be taken away in these small caretaker positions, or these small lighthouse positions. I want that very plain, because I have never made any appointment or recommended any appointment unless there was no returned soldier available.

Mr. GREEN: I would just like to put the picture as it appears to me. In my own city which involves pretty well six ridings we have I believe over 100 men in these small positions—

[Mr. J. H. Stitt.]



The CHAIRMAN: That is in the city of Vancouver?

Mr. GREEN: Yes, and the surrounding district. I think every member representing those ridings will agree with me that the public there realize that the members have nothing to do with the filling of these positions, and if they were now taken away from the Civil Service Commission and made the responsibility of the member it would simply be an impossible position, because we cannot possibly know the men. It would lead to all kinds of trouble, and it does seem to me that the remedy is to educate the people in the small towns to the fact that the commission is handling these jobs and that the member has no responsibility whatever. Surely that is the remedy, and I believe if in the smaller places they know it is the responsibility of the commission and not that of the members it will meet the situation. You see, we emphasized here this morning and yesterday that we have been spending money to advertise to Canada as a whole that the civil service handles all appointments, that members have nothing to do with it. That is what we thought yesterday, and yet to-day some of the members on this particular point are all for taking these jobs away from the civil service, and it seems to me that that will advertise that the contrary is the fact, very very effectively. And you have thousands of these jobs across Canada thrown open to patronage, thrown open to the members of the ridings. It certainly will be advertised that the Civil Service Commission is losing its powers rather than getting more; and it will look to the people of Canada as though the Civil Service Commission is having responsibility taken away from it; and it seems to me that is a very serious blow struck at our whole present civil service system.

The CHAIRMAN: Mr. O'Neill:

Mr. O'NEILL: Mr. Chairman, I object very very strenuously to the remarks of Mr. Stitt here this morning on this returned man's preference. Now I take it that Mr. Stitt has the idea that a few of us sitting here on these front benches want to take away the returned soldier preference. Now, there was one particular instance last year in which I asked for another examination to be held for the express purpose of giving two returned men opportunity to take the examination for the purpose of filling just one of these local positions. I was accused of playing politics. I was accused of trying to take away power from the Civil Service Commission. I want to tell you this that one of those returned men was a Conservative and the other belonged to the C.C.F. group; but, they were returned men, and in my opinion they should be entitled to the privilege of writing that examination. I applied to the Civil Service Commission for the privilege and it was not granted to them. Now, the point I want to make is just this; that I do not like the inference to be thrown out that I am against the returned man. I want these small positions to be put back into their hands because I believe that the member is far more able and far more capable of telling you who is the best man to fill one of these positions than for instance any member of the Civil Service Commission sitting down here in Ottawa. There is another thing I want to clear up and that has to do with the advertising of positions.

The WITNESS: Might I say, Mr. Chairman—

Mr. O'NEILL: Just a minute, now, I have the floor now and I want to be permitted to finish.

The WITNESS: I did not mean to attack any member of the committee.

Mr. O'NEILL: I do not like to be interrupted.

The CHAIRMAN: Just a moment—

Mr. O'NEILL: If you do not want me to speak I will sit down.

The CHAIRMAN: It is not that, Mr. O'Neill; you are right about what you have said. I think that Mr. Stitt has been a little careless in stating what he did.

Mr. O'NEILL: I think he has been a whole lot careless, if you ask me.

The CHAIRMAN: Mr. Stitt has been a little careless in mentioning the fact that he has been for the returned soldiers' preference in the past and that he will be in future. That is not his business. The Civil Service Commission are there to apply the law as it is, and the soldiers' preference will be discussed between ourselves in due course and the committee will reach a conclusion which will be submitted to the house and in which the house may or may not concur; and whether the Act is changed or not Mr. Stitt will have to apply the law as it is, and he is not to say that he will be for the returned soldiers in future. It is none of his business. He has only to apply the law as it is. I am sure that he has spoken extemporaneously and has said a little more than he meant to say, and I think that what has just been said will clear the air. Will you please continue, Mr. O'Neill.

Mr. O'NEILL: I want to have something to say about these advertisements. Last November there was an examination held for stenographers, on the 6th of November. I had many people during the month of October come to me and want to know if this examination was going to be held and I told them that as far as I knew no examination was being held. Now, how does it come—and I have been told this, it is just hearsay, I do not know, I have no proof of it—why is it that the principal of one of the schools at Kamloops has a copy of a notice of this particular civil service examination, advising that the examination would be held; and, further than that, the president of the Conservative association at Kamloops also got notice of this examination and as to when it would be held; but the member for that constituency was kept in complete ignorance of the examination. Now, those are the things that I cannot explain to the people. People won't believe me when I tell them that I did not know the examination was to be held, particularly when the president of the Conservative association had received notice that it was to be held.

Mr. SPENCE: Do you accuse the commission of writing to members of the Conservative association?

Mr. O'NEILL: No, I am not accusing them of that, I was just asking Mr. Stitt if that is done.

The WITNESS: Not to my knowledge.

Mr. O'NEILL: We have it right here on the files that it is done.

The WITNESS: If any person wrote in to the commission and asked to have any information regarding when an examination might be held—

Mr. MULOCK: This was before Mr. Stitt was appointed. You read the list as to whom the notices were sent in that case. We will deal with that case later on.

The WITNESS: It says, a copy of the same letter was sent to the secretary of the Canadian Legion, the president of the Employment Service of Canada, the acting district administrators of the Board of Pension Commissioners, to the secretary of the Liberal-Conservative association at 724 Fleet street, Toronto—they were sent a copy of the advertisement and a supply of applications forms.

Mr. MULOCK: Yes, a supply of application forms.

Mr. O'NEILL: Now, Mr. Chairman, I do not know why that happened.

The WITNESS: Might I ask when that happened?

Mr. MULOCK: I said, before you were appointed; on the 29th of July, 1931, according to the statement on the letter.

Mr. O'NEILL: The point I want to make, Mr. Chairman, is just this: I did not know anything about the examination that was being held in my constituency and that apparently everybody else in the constituency did know, and it put me in bad with everybody because they thought I was trying to withhold informa-

[Mr. J. H. Stitt.]

tion from them which they should have had. If you are going to do that kind of business in future in the Civil Service Commission something is going to be done about it. I do not want to be placed in a false position. I do not want any political patronage. But certainly I think that in small positions that I am far more entitled to an opinion. I should at least be asked for a recommendation, or asked if I know this man; and if I ask that a returned man be given an opportunity to write an examination I think that such a privilege should be given to him regardless to what his party affiliation may be.

*By Mr. Glen:*

Q. When you were answering Mr. Tomlinson you were speaking about returned soldiers and the danger there might be of some of them being deprived of their positions. Now, if it happened that these post offices in the exempted class, up to \$3,000, were put back into the \$400 category again, in any appointment made by the Civil Service Commission you would be bound to recognize the returned soldier then just as you do now?—A. Absolutely.

Q. And the taking away of anyone from these positions therefore would not be affected, by the fact that you are bound to carry out the provisions of the Act regarding returned soldiers?—A. We have got to carry out the provisions of the Act.

Q. In connection with appointments you said something about there might be difficulty in having examiners; supposing it happened say in my own constituency, that there was a vacancy in a post office of about \$180 a year of revenue in which they had 200 people applying; could you not through the civil service have an officer in Winnipeg controlling—like Mr. Law, for instance—in authority in the Winnipeg district make inquiries and have an appointment made satisfactorily, with regard to the efficiency of the service, in the first instance. Could that not be done?—A. I do not know of any reason why it could not be done.

Q. Would it not be better than that the director of postal services in Winnipeg should make the appointment, apart all together from the question of preference or anything else, having in mind only the efficiency of the service?—A. Yes.

Q. Is not your experience of the officials in these places such that officials like Mr. Law—whom you know—would he not be looking purely to the interests of Canada in an appointment rather than the political influence any such appointment might have within the constituency?—A. I think he would, Mr. Glen. He is a civil servant.

Q. And he would be looking purely to the efficiency of the department, wouldn't he?—A. Yes, I think he would.

Q. What possible objection could there be, Mr. Stitt, to the post office department having control of all these appointments up to \$3,000, rather than having them under patronage as they are now? What possible objection could there be to that?

Mr. MULOCK: Are you asking Mr. Stitt that personally?

Mr. GLEN: I am asking him as a commissioner. What has been your experience—

Mr. MULOCK: As a commissioner?

*By Mr. Glen:*

Q. As a commissioner, yes.—A. Well, as I understand your question, Mr. Glen, it is this; would it be better to have the postal inspector appoint the postmasters now exempt and have the members nominate. Is that your question?



Q. No, the question of the member does not enter into my question at all. What I am asking you is, would it not be better in connection with the post office service for the director in Winnipeg to make any appointments to post offices in my constituency without any nomination by the member at all?—A. If he were not influenced by anything else. I do not know whether he would be in every case. He is a civil servant, and you are putting him in the position that you have been really criticizing a lot of civil servants for.

*By the Chairman:*

Q. But that official is not under the Civil Service Commission.

*By Mr. Glen:*

Q. The director?—A. He is one of the civil servants of Canada.

*By the Chairman:*

Q. Yes, one of the civil servants of Canada, but not of the Civil Service Commission?—A. Oh, he is not one of the commission's staff.

Mr. FOURNIER: He is under the jurisdiction of the commission, though.

*By Mr. Glen:*

Q. Mr. Stitt, if a post office is vacant in my constituency or any other constituency, and a director of postal service is in charge of that, would it not be better for everybody concerned, that is, the Civil Service Commission, also the members, if that were left wholly within and under the control and jurisdiction of the Civil Service Commission?—A. If it were left wholly under the control of this individual, who is competent, I would say yes. If it were left wholly. Whether it would be left wholly or not is a nice question sometimes.

*By the Chairman:*

Q. Why do you consider, Mr. Stitt, that one man in the post office department knows more about the possible appointment of men who have not worked before in the service than the member of parliament of the surrounding district who knows them all.

Mr. BROOKS: Mr. Chairman, I should like to have a matter cleared up. I am asking Mr. Glen if he and the chairman, when they referred to members of parliament, meant members of the government, opposition members, C.C.F. members, or what was meant? I think that is a point that should be cleared up.

Mr. GLEN: Mr. Chairman, as we all know, it is the member of the government in power who has the patronage in his constituency, and the defeated candidate.

*By Mr. Glen:*

Q. But, Mr. Stitt, this is rather important and for that reason I am going to press you a little harder.—A. I want to answer you Mr. Glen.

Q. Yes, I know you do. I am taking the positions of post offices in rural ridings, such as my own. These do not happen every day, and, so far as I know, there has only been about two or three changes of post offices during the time I have been in parliament. Now, would it not be well that all these appointments, as they are part of the administration of Canada, should be under the Civil Service Commission?—A. I think so, yes.

Q. You think so?—A. Yes.

Q. You must think so.—A. Yes. In the post offices, yes.

Q. Is there any insuperable difficulty whereby these appointments cannot be brought under the civil service?—A. Not with regard to post offices, no.

[Mr. J. H. Stitt.]

Q. The only objection might be the increased cost?—A. It would not be a very heavily increased cost with regard to post offices; but I believe in connection with a lot of these positions such as lighthouse keepers and positions that are more or less of a manual nature—

*By Mr. Hartigan:*

Q. Janitors, for instance?—A. When you get into the class of caretaker who may have under his control thousands of dollars worth of property; but merely janitors, I say, "Take them and good luck to you."

*By Mr. Glen:*

Q. Your evidence is that these particular appointments should be left to the members?—A. I think the members can make those small appointments, and I think their responsibility to parliament will be pretty well discharged.

Q. By making these small appointments?—A. I think the Civil Service Commission is bothered and bothered about a lot of these little matters. We have had discussions in every committee that has been held, and we spend more time in the Civil Service Commission trying to look into these things when there are far more difficult problems, far more important problems for us to handle.

*By Mr. Boulanger:*

Q. The waste of time and money is not at all in protation to the importance of the jobs?—A. I think that is so. But, mind you, it depends where you draw the line.

*By Mr. Glen:*

Q. It depends where you draw the line, but would you identify these positions that you think should be left within the patronage of members?—A. Well, I think that is a matter—

Q. You have introduced the general principle now, you must come down to the particular positions you think should be taken out of the commission?—A. I think all positions where the revenue of the country is involved ought to come under the commission.

Q. Where the revenue of the country is involved?

*By Mr. Boulanger:*

Q. You would include income tax collectors and custom house employees?  
A. Yes.

*By Mr. Glen:*

Q. When you speak of that you must bear in mind that, in addition to receipts, there are also expenditures with which the country is involved?—A. I believe manual positions, such as labouring positions and some types of caretakers.

*By Mr. Mulock:*

Q. Cleaners?—A. Cleaners. I would not say in the large centres. But it is awfully difficult, gentlemen, for me to differentiate between all these positions. But you take cleaners and helpers, it is more or less a qualifying examination; how do you know whether a man is going to be an expert cleaner or an expert caretaker until he cleans or takes care of something?

Q. How does a high school teacher know?—A. One man's judgment is as good as another.

*By Mr. Fournier:*

Q. You know that in Ottawa those positions do not come under your jurisdiction?—A. We have got all kinds of them.

Q. But there are a lot in the public works and around the building?—A. Certainly. We have nothing to do with machinists, for instance, or certain tradesmen, painters and the like.

*By Mr. Spencer:*

Q. Men working under the prevailing rate of wages as mechanics do not come under you at all?—A. No.

*By Mr. Glen:*

Q. Your evidence amounts to this, to sum it up, that you are satisfied that any position which involves dealing with the revenue of the country, and that would include post offices, should be under the Civil Service Commission?—A. I think so.

Q. No matter what the amount, \$400 or even \$3,000—all of them?—A. Yes.

Q. All of them, that is your opinion?—A. Yes.

*By Mr. MacNeil:*

Q. In connection with a constituency such as I represent, it is easily possible to avoid the blame that is alleged to attach to members by careful co-operation with the commission in the methods taken to secure a proper competitive examination?—A further point is that it is practically impossible in constituencies, such as I represent, for the member to accept responsibility for an appointment at distant points reached only by boat. You recognize that difficulty?—A. I do, absolutely.

Q. Another point I wish to put to you, Mr. Stitt, is this: The only authority which ensures to ex-service men their preference with regard to appointments exempt from the Civil Service Act exists in certain orders-in-council; am I not correct?—A. Yes, I believe that is true.

Q. Is it not true that when such appointments are made by patronage methods the positions are not usually advertised and that what you speak of as the area of competition is necessarily limited?—A. I do not quite understand your question.

Q. If a position is vacant which is to be filled by patronage, it is not always made known to all those who otherwise might have the right to compete?—A. Oh, no. If I had a patronage appointment to make, I made it so quickly and I did not tell anybody about it after I got a little experience. At first I wanted to exercise my power.

Mr. SPENCE: You slipped it through in a hurry.

*By Mr. MacNeil:*

Q. Is it not true that the preference benefit does not always extend to all the ex-service men who should perhaps have the opportunity of applying for that position by reason of the fact that the position is not advertised openly?—A. Oh, yes, I think that is true. I do not think the preference can be safeguarded to the same extent under patronage as I do under an appointed commission, because we are answerable for everything we do.

*By Mr. Tomlinson:*

Q. Is not a member answerable?

Mr. O'NEILL: Ask him on the floor of the House anything you like and he has got to answer it.

*By Mr. Tomlinson:*

Q. Say yes or no.—A. A member on the floor of the House is not going to be cross-examined and asked questions ad infinitum.

[Mr. J. H. Stitt.]



Mr. FOURNIER: He will in his riding, though.

The CHAIRMAN: He will in his riding, and all his letters may be tabled.

The WITNESS: He is in a perpetual war all the time, I appreciate that.

*By Mr. Fournier:*

Q. He must be a good fighter?—A. He must be a good fighter and a vigorous man, an alert man, and an intelligent man.

*By Mr. MacNeil:*

Q. Is it not true, then, that the appointment is made not so much on the basis of merit but on the basis of certain political considerations?—A. I do not think there is any doubt of that. Yes, is my answer.

Mr. FOURNIER: But in political parties you can find competent men in both parties.

*By Mr. MacNeil:*

Q. Is it not true that under that method ex-service men appointed outside the Civil Service Act, upon a change of government, are frequently removed from their positions for political reasons, and that, therefore, they enjoy less security in the enjoyment of that preference?—A. I have known them to be removed; I have not a complete picture of the whole country in that regard, though, but I have heard that there were some removed.

*By Mr. Tomlinson:*

Q. They were under the Civil Service Commission, though, were they not?—A. Well, I cannot give any kind of an answer to that question.

Q. Oh, well, surely you can.—A. Oh, no, I cannot, and I will tell you why. Mr. MacNeil is asking me a general question as to the insecurity of returned men in positions under patronage upon a change of government. Now, I would have to have a whole lot of these facts in front of me before I could answer that.

Q. But you say they are more secure under the Civil Service Commission?—A. Oh, I think so.

Q. Are you sure of that?—A. I am, yes.

Mr. BOULANGER: Do you not remember Mr. Sauve?

Mr. MACNEIL: Mr. Chairman, I want to make this statement: In the constituency which I represent, there has been very little dissatisfaction over appointments made under the Civil Service Commission. I consider that it is possible by general co-operation to spare the member or the patronage committee any blame that they may have to take in regard to appointments.

I make this further observation: There is a great deal of dissatisfaction in regard to appointments made under the patronage system, particularly from ex-service men and particularly because the preference extended to them by the Civil Service Commission is not always extended when appointments are made under the patronage system.

I make this further statement: That it is impossible in a constituency covering an area such as the one I represent for any member, however alert or vigilant he may be, to accept responsibility for all such appointments as fishery guardians, lighthouse keepers, caretakers and so on.

The CHAIRMAN: You know very well that there is always dissatisfaction with every appointment, because those who are not appointed are dissatisfied, and the larger the number of applicants, the more dissatisfaction there is. It comes down to what was said before.

Mr. MACNEIL: There is no dissatisfaction when those concerned go to the community and quite openly state that a certain position is to be filled by merit and the best man available, whatever his politics, will get the job.

*By Mr. Fournier:*

Q. Mr. Stitt, when we started putting questions to you yesterday, you were up to the question of promotions. In your statement yesterday you spoke of appointments.—A. Yes.

Q. You were up to that part of the Act dealing with promotions. I would like to have your statement on the system of promotions concerning positions under the jurisdiction of the Civil Service Commission.

The CHAIRMAN: Gentlemen, it is ten minutes to one. I wonder if we should sit this afternoon. I am ready to sit this afternoon.

Some Hon. MEMBERS: No.

The CHAIRMAN: Tomorrow morning.

Mr. TOMLINSON: We will never get through.

Mr. FOURNIER: We could sit this afternoon and get through with Mr. Stitt.

Mr. TOMLINSON: Mr. Chairman, we have considerable evidence to hear yet, and I think we should sit as often as we can.

The CHAIRMAN: I am ready to sit this afternoon, if you wish. It is up to you, gentlemen, to decide whether we will or will not sit this afternoon.

Mr. TOMLINSON: Mr. Chairman, I move that we sit this afternoon at four o'clock.

Mr. FOURNIER: I will second that motion.

Mr. GREEN: Mr. Chairman, I move an amendment that we sit to-morrow morning. We have a caucus.

The CHAIRMAN: This afternoon you have a caucus?

Mr. GREEN: We have got to be in the house.

The CHAIRMAN: Mr. Tomlinson has moved that we shall sit this afternoon. Those in favour please raise your hands.

Mr. SPENCE: What is the motion, Mr. Chairman?

The CHAIRMAN: The motion is to sit this afternoon at four o'clock, and, if it carries, we will sit at four o'clock. If not, we will sit to-morrow afternoon.

Mr. MACINNIS: Call for a show of hands again, Mr. Chairman.

The CHAIRMAN: Yes.

Mr. FOURNIER: Those who want to sit this afternoon will raise their hands.

The CHAIRMAN: There are eight. Now, those who are not in favour of sitting this afternoon.

M. GREEN: Mr. Chairman, that is a little bit rough. We on the opposition have got to be in the house, yet all those who want to sit this afternoon are government supporters.

Mr. TOMLINSON: I know that a great many members are away, and, so far as I am concerned, I do not want to be harsh with the opposition members. I will not insist on my motion.

The CHAIRMAN: You will not insist?

Mr. O'NEILL: Mr. Chairman, the honourable member for Vancouver south said the opposition wanted to be in the house this afternoon. If that is the case, we should not sit this afternoon.

Mr. GLEN: What about to-morrow morning?

The CHAIRMAN: I hear there is a caucus to-morrow morning. Then, gentlemen, we will sit—

Mr. TOMLINSON: To-morrow morning.

Mr. HARTIGAN: We have a caucus to-morrow morning.

[Mr. J. H. Stitt.]

The CHAIRMAN: Just a minute, gentlemen. Will we sit to-morrow afternoon or to-morrow morning?

Mr. FOURNIER: To-morrow afternoon.

The CHAIRMAN: Very well, then, to-morrow afternoon at four o'clock.

*By the Chairman:*

Q. Mr. Stitt, I have two questions to ask you. The first one is, is it not possible for you or the board of the Civil Service Commission to refuse to advertise any position when a man has been recommended by the department for that position?—A. It is possible; that is, we may under the law exempt a position from competition.

Q. And can you not refuse to advertise that position when a man has been recommended by the department for that particular position?—A. Well, when you say "refuse," if the department states that they have to have a position filled, the normal method of filling that position is by competition which involves advertising, and we have—

Q. Will you please think that question over. The second question is this: Will not not admit that the less work you have to do, the better it is? For instance, if you have hundreds of applicants for one job, you cannot do it as well as if there were only a few applicants. Take, for instance, a competition for stenographers. It ran into hundreds and hundreds, and no member of the board could look into each case.—A. Oh, no.

Q. It would be physically impossible, and, therefore, if you had more work for the commission it would be impossible for the commission to do it with the same care as though the commission had less work?—A. With the present staff, it would be.

Q. But for the three commissioners? The number of commissioners should be increased?—A. I have been wondering whether we ought not to have the number of commissioners increased.

Q. On account of the number of applicants?—A. Because of the abnormal amount of detail involved.

Q. Did you hear Mr. Potvin when he said he did not have the time, on account of pressure of work, to go through the reports of the examiners, that he had to take them for granted?—A. Yes, I heard that, I think.

Q. And it is the same with every commissioner, is it not?—A. Well, I would simply like to tell this to the committee: I think that some days I sign my name one hundred times.

Q. And you could not study one hundred files on that day?—A. Of course, a lot of these items are insignificant in a way. They are not insignificant, but they are not as complex and important as others; but the volume of work that goes over a commissioner's desk, if we had not an expert staff, we could not cope with it at all.

Q. It is physically impossible?—A. Physically impossible.

*By Mr. Mulock:*

Q. Mr. Stitt, if you were relieved of the small positions which you say you think the members could look after to proper advantage, you would not have as many of the small details to look after?—A. I have already answered that in the affirmative.

The CHAIRMAN: Gentlemen, we will sit to-morrow afternoon at four o'clock.

(At 1 p.m. the committee adjourned until 4 p.m. June 2, 1938.)





Gov. Doc  
Can  
Com

SESSION 1938

HOUSE OF COMMONS

---

CA1XC2  
-38C58

SPECIAL COMMITTEE

ON THE OPERATION OF THE

# CIVIL SERVICE ACT

---

MINUTES OF PROCEEDINGS AND EVIDENCE

---

No. 22

---

THURSDAY, JUNE 2, 1938

---



WITNESSES:

Mr. J. H. Stitt, Commissioner, Civil Service Commission.

Mr. C. H. Bland, Chairman, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938





## MINUTES OF PROCEEDINGS

JUNE 2, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 4 o'clock, p.m., Mr. Pouliot, the Chairman, presided.

*Members present were:* Messrs. Boulanger, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, O'Neill, Pouliot, Spence, Stewart and Tomlinson—(15).

*In attendance:*

Mr. C. H. Bland, Chairman, Civil Service Commission

Mr. A. Potvin, Commissioner, Civil Service Commission.

Mr. J. H. Stitt, Commissioner, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission, and

Mr. S. G. Nelson, Examiner, Civil Service Commission.

On motion of Mr. MacNeil,

*Resolved:* That when a member is through with a file he has drawn he may instruct the Clerk of the Committee to return the file to the Civil Service Commission.

Mr. J. H. Stitt was recalled, further examined and retired.

Mr. C. H. Bland was recalled and further examined.

On motion of Mr. Golding,

*Resolved:* That the following amendment to Section 8 of the regulations of the Civil Service Commission be sent to the sub-committee for consideration and report; viz:—

These age limits shall not apply to persons who have been previously employed in a permanent capacity in the Civil Service, who have left such employment in good standing, and who are otherwise qualified under the law and regulations.

Witness retired.

The Committee adjourned to meet again Friday, June 3, at 11 o'clock, a.m.

J. P. DOYLE,

*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 278,

THURSDAY, June 2, 1938.

The Select Special Committee on the Civil Service Act met at 4 p.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Will you come forward, Mr. Stitt, please?

J. H. STITT, Commissioner, recalled.

Mr. MACNEIL: Mr. Chairman, there is a small matter which I wish to bring to the attention of the committee. Some of the members who have asked for civil service files are now through with them, and I have been given to understand that the fact that they are now being retained in the office of the secretary causes embarrassment not only to the commission but to the members themselves.

I would like to move, if I am in order, that when a member indicates that he is through with a file, the secretary may have the authority to return same to the Civil Service Commission.

The CHAIRMAN: The clerk.

Mr. DEACHMAN: Mr. Chairman, I wish to call the attention of the committee to a little matter which I think I ought to mention.

I called the attention of the committee to an advertisement a few days ago in regard to a position in the Department of Indian Affairs. Mr. Ford Pratt called me up afterwards and stated that as far as that advertisement was concerned, it was not intended to exclude anybody nor to include anybody, but was merely an advertisement with the object of securing the best man they could possibly secure for the position. He also said that if there was any further information required with regard to it, the department would be very glad, or any representative of the department, or the deputy, would be glad to come here and give evidence in connection with it.

The CHAIRMAN: Thank you. Will you please decide, gentlemen, about Mr. MacNeil's motion. Is it carried?

Some Hon. MEMBERS: Yes.

The CHAIRMAN: Therefore, Mr. Doyle, please send back to the commission the files according to the wishes of the members.

Gentlemen, I will not insist upon it, but our distinguished colleague, Mr. Rowe, made some remarks about the words spoken in this committee, and he eulogized us by criticizing us. That is something for the scrap-book of Mr. Hepburn.

*By the Chairman:*

Q. Mr. Stitt, I will have just two or three questions to ask you, and afterwards you may conclude with your evidence. Is it within your knowledge that Mr. Daly of the Civil Service Commission went to Winnipeg sometime ago to be on the spot to settle some cases?—A. I believe that Mr. Daly went to Winnipeg as the representative of the commission in connection with a large examination which was recently held for postal clerks and letter carriers.



Q. Just a little thing was left over, and it happened that at the same time Mr. Jackson went there afterwards at a time when the drama festival was being held? There was a little remainder?—A. I do not know. I think, Mr. Chairman, if I remember rightly, the reason why Mr. Jackson went west was that he had previously asked if he could take some holidays, and he went out at the time particularly to investigate a competition that was held in regard to the Department of Agriculture for the appointment of some fruit inspectors.

It appeared that in Edmonton there was an examination for fruit inspectors, and our local representative there was the ordinary one that we use, a man in some academic position, but they gave the veterans' preference to some men whom they found were not competent to perform their duties, and the department came over and requested that we send out a man.

Q. Mr. Borden?—A. It was not Mr. Borden. Mr. Borden may have written about it. Colonel Wheeler came over and another gentleman from the department and they explained that although they had the conduct of this examination in their own hands, they were the only experts there and they had not been successful in getting a proper eligible list, and it was cancelled and there was another examination in progress. They particularly wanted Jackson there in order that they would be ready for the fruit that was moving.

Q. And it coincided by pure luck with the drama festival in Winnipeg?—A. I understand the drama festival had recently been held.

Q. It might have happened at the same time, but there was nothing arranged to give Mr. Jackson an opportunity to be there for the drama festival?—A. There certainly was not anything in my mind.

Q. You do not know about that side?—A. No, I do not, Mr. Chairman.

Q. Now, Mr. Stitt, I have some very serious questions to ask you. Do you believe that the rationalization of administrative methods is worth anything unless one takes into consideration the experience, ability and efficiency of the persons who will apply?—A. I would say no, Mr. Chairman. I believe that you have to take that into consideration.

Q. In your opinion, what would be the main quality of a civil servant?—A. I think a civil servant above all things ought to have character; he ought to have energy; he ought to have independence and he ought to have experience and education.

Q. Part of the qualities that you have mentioned are of moral value?—A. Yes.

Q. That is, character, energy—A. Yes.

Q.—and also initiative?—A. Yes. I did not mention initiative. I think that is a very important quality, Mr. Chairman.

Mr. GOLDING: And he should be tactful too.

*By the Chairman:*

Q. Do you not think also that they should have intellectual capacity, general administrative culture and a particular aptitude or disposition?—A. Yes, I think if we could get those things it would be very beneficial. In fact, the British Civil Service in their highest competitive examination is practically based on the theory that the basis of broad culture is the finest training for administrative efficiency.

Q. Yes. And, therefore, our officials, do you not think, should have foresight and a certain gift for organization, co-ordination and execution?—A. Yes, more especially when you say "organization." That is more peculiar to certain administrative posts. There may be executive posts and posts requiring a high specialization in which that will not be such an important factor. That is, a legal officer ought to be well trained; he should have judgment, tact, energy and scholarship, and all that sort of thing, but the quality of administration does not come into it quite so much.

[Mr. J. H. Stitt.]

Q. But take, for instance, a civil engineer.—A. Yes.

Q. Do you not think that there should be a distinction made between a civil engineer in private practice and a civil engineer working for the government, because the civil engineer in private practice tries to arrange things in order that his chief will make more money?—A. That is right.

Q. And the one who works for the public, either for a city or for the provincial or federal governments, should see to the public welfare first?—

A. I think so, compatible with whatever the public policy is. Up to that extent.

Q. Yes, whether it is federal, provincial or municipal?—A. I think so, yes.

Q. Therefore, either man may be a good man but with a different spirit?—

A. Yes, quite true.

Q. When a man like that, who has been engaged in private practice, comes to work for the dominion government, he usually sees things from a different angle?—A. Well, if he is going to be a success, he has got to get what I might say was relational psychology. He is not just in the domain of private competition. It is different, as you say.

Q. At any conferences on public administration, a subject matter which has been widely discussed is the supplementary study of the civil service?—

A. Yes, Mr. Chairman.

Q. Do you not believe, Mr. Stitt, with your legal experience, that it is of the utmost importance for civil servants to be well informed on administrative law?—A. Yes, I do. I think that that is a very important point.

Q. And there is a gap there?—A. I think that is a most important point, Mr. Chairman.

Q. There is a gap there, and there is nothing to complete the education of civil servants with regard to that matter now?—A. In fact, if you will permit me to say so, the chairman and I were discussing sometime before the committee was launched a program of studies whereby civil servants could improve their efficiency; and I might mention this, Mr. Chairman, which I hope you will agree with, that I thought that if studies were provided in the interpretation of statutes and in constitutional law, also administrative law, any civil servant would greatly improve his efficiency.

Q. But what you call administrative law is the practice of constitutional law, to a certain extent, showing the relations between different branches of the government and the importance of each?—A. Exactly.

Q. Also the hierarchy?—A. I certainly agree with your suggestion.

Q. Going further, do you think the fact that a man has a university diploma proves that he has very extensive knowledge, or what the human element does not count as much as any diploma?—A. Well, of course, I do not believe that a man, because he has a university degree, is necessarily educated. I do not believe that.

Q. I am glad to hear you say that, Mr. Stitt, because it seems to me that that is a fundamental truth.—A. I have not any doubt of that. In fact, I have met university graduates concerning whom you would not know whether they had just walked through the university or done any more; but I do believe, though, in the broad basis of culture that a university can give, and I think that a man with a university education can embrace opportunities and can study problems far better because of his cultural background and the width of his view than an ordinary man who has not had that education. But it does not necessarily go hand in hand.

Q. Yes, but there are three branches of society which do not make suggestions to each other at the present time. There is the state, the universities and the administrative service.—A. Yes.

Q. And those three branches have no correlation at the present time? I wonder if the word "correlation" is the exact word.—A. You mean integration. You mean no complete articulation, is that what you mean?

Q. No, I mean that there is no contact between the state and the universities and between the universities and the high administrative posts in the civil service—A. In the universities they study political economy, and insofar as university graduates go into the civil service, and insofar as the civil service inspires or, rather, stimulates the entrance of university graduates into the service, there is an integration.

Q. No, it is not that, but with regard to the formation of university graduates, no suggestions have been made by the civil service to the universities.—A. Yes, I think there have been. I believe that our chairman, at a university not very long ago, suggested that they should embrace a course of studies leading to public administration. I believe that such a course of studies has been instituted in the university of Dalhousie. I believe our chairman has been in conference with the officials there, and he has also been to the university of Dalhousie and made a speech on it.

I believe he also spoke at Queen's, and I understand that Commissioner Potvin has made some representations to the heads of the universities and academies in the province of Quebec about changing their curricula in order that they could better compete for positions in the public service.

Q. Yes, but coming to what you said a moment ago, is it not your view that some men in the service who have no university degrees, but who are open-minded and who have character and a certain degree of intellectual curiosity, do better than some boys who have diplomas of doctors in philosophy or things like that?—A. In fact, I believe there is one distinguished man in the civil service of Canada who got his degree whilst a civil servant. And I believe that you have in England—I just forget the name of the gentleman who was a commissioner investigating—

Q. Sir Gwyllim Gibbon?—A. —the grain trade.

Q. No, Sir Josiah Stamp.—A. Sir Josiah Stamp. I believe he is a man, if I might say so, of that stamp.

Q. Yes. He had many honorary degrees; but on the other hand he is a man of wide knowledge.—A. Very.

Q. And of great experience.—A. Yes; and he got a lot of his intellectual, what shall I say, preeminence at the same time that he worked as an official in the British government.

Q. What do you think about the suggestions made at the Princeton conference about intraship and apprenticeship for the civil service?—A. About apprenticeship?

Q. And intraship.—A. I do not get that word, that last word—intra-?

Q. Intraship. It is a kind of pre-entry training.—A. I do not know just exactly what was stated at that conference.

Mr. GLEN: Intraship?

The CHAIRMAN: Yes, i-n-t-r-a-s-h-i-p. It has been widely discussed by Mr. Gwyllim Gibbon.

The WITNESS: I will have to confess my ignorance. I never met that word before—intraship.

*By the Chairman:*

Q. And Dr. Jeserich spoke at full length on the malicious preparation of the civil service. I will come to the facts.—A. This is an introduction?

Q. You are surely acquainted with the fact that Mr. Jean Zay, Minister of National Education in France, has brought in legislation to create a national school of administration?—A. Yes, I believe that.

Q. A thing that we do not have here. Do you know also, Mr. Stitt, that these important men have complained about exaggerated specialization?—A. Yes, I do. I know that.

[Mr. J. H. Stitt.]



Q. And they have complained also about the most unequal value of competition at most irregular intervals?—A. Yes; I understand that has been a subject of inquiry and criticism.

Q. Therefore, in other countries of the world they suffer from the same troubles as we do here?—A. Yes. The world has been advancing *pari passu* to a great extent now; that is one of our benefits and one of our troubles.

Q. One of the purposes of Mr. Jean Zay's bill was to suppress particularities between great bodies of state; or, in other words, between the most important branches of departments in France.—A. His idea is that they ought to be correlated more.

Q. Yes.—A. That they should not be isolated functionaries.

Q. Yes; and there was the wish expressed by the former prime minister of France, Mr. Joseph Caillaux, for the interchangeability of functionaries.—A. Yes.

Q. According to the aptitude revealed by them; and you agree with Mr. Caillaux on that?—A. I know the principle. I believe the principle is a good one. I believe it has been worked out in the British civil service, but it has not been worked out to a very great extent here, and it is a problem of great difficulty at present; but it is an ideal worthy of respect and attention.

Q. It shows one thing, Mr. Stitt, that in the clouds we are in perfect agreement but down on the earth it is a different matter.—A. We do not disagree so much either, Mr. Chairman, in a great many things.

Q. No, no, we do not disagree.—A. In fact, in everything you said, Mr. Chairman—

Q. We agree to a large extent. I will give an opportunity to the members of the committee to ask you any questions; then afterwards I will come to the concrete facts to show what are our troubles here.—A. Of course, it is awfully hard to get a universal ideal illustrated in the particular.

Q. No.—A. If we did, we would be as Gods, not men.

Q. Yes, I know; but God gives men intelligence in order that they may improve all the time a state of things which will never be perfect.—A. That is right, Mr. Chairman.

Mr. TOMLINSON: May I ask a question?

The CHAIRMAN: Mr. Stitt is your witness.

*By Mr. Tomlinson:*

Q. Mr. Stitt, there was mention made before about a Mr. Jackson in the service going out to Winnipeg?—A. Yes.

Q. Apparently, to some drama festival. Is that correct?—A. I did not know that Mr. Jackson was going to any drama festival; and if he has gone to a drama festival, he has a certain amount of holidays coming to him. But the only reason I know of for Mr. Jackson's departure for Winnipeg and the west was that he would do certain work in Winnipeg and certain work in Saskatoon, and also take a few holidays which he had coming to him by statute.

Q. Who paid the expenses?—A. The expense bill is not rendered yet, I understand. In fact, the Civil Service Commission is profiting by Mr. Jackson taking his holidays in this way.

*By the Chairman:*

Q. Well, Mr. Stitt, be careful.—A. That is what I understood at the time, Mr. Chairman.

Q. You understand it now; but, Mr. Stitt, I will tell you again—and I will tell you that in the most friendly way—be careful about Jackson. Each one for himself and God for all.—A. Yes, I know, Mr. Chairman; but I am not trying to say anything I do not believe.

Q. I know that, Mr. Stitt; and I tell you that in the most friendly way.—

A. And I thank you for telling it to me in the friendly way. I do, Mr. Chairman. I thank you.

Q. And for your good.

*By Mr. Fournier:*

Q. Did you, Mr. Stitt, prepare some statement on the promotions in the civil service?—A. I have prepared a very slight statement here. It is more or less of a guide to what I would like to say to the committee, if I may. I have not given this statement the full consideration that possibly it ought to be given, because I think promotions is one of the most vexed problems in the service, and it is one that has got to be dealt with not only with care, but with a man's mind that is operating on it with a lot of experience behind him. It is a very difficult problem. I would like to make this statement in the first instance, that the Civil Service Commission has a function and exercises that function in promotions. I might describe it in this way: We have the function of scrutinizing all promotions. For instance, the rating of, what shall I say, efficiency in the present position and fitness for the position to which the individual is to be promoted is made in the department; and the Civil Service Commission places with those ratings the rating of—what is the word I want—the rating not of experience, but seniority; it is a very hard word for me to pronounce. I sometimes stutter over certain words, only you people have not noticed it. When these ratings come in, and the rating of seniority is affixed, the examiner examines all the ratings. They examine the affidavit to see if it is properly taken. They examine the place that this individual has in the organization of the department; and if an individual getting a promotion is jumping over men who have had longer seniority, they question it and they bring it before the commissioners. We have written to the department about these matters. We have done more than that. We have had, in some cases, the deputy ministers over. We have refused to make promotions. Where men were rated higher, we have subjected them to written examinations; and the man that was rated highest, in one instance which I remember, failed and the other man who was the most successful man was promoted by us to the position and it was accepted by the department. We have not the knowledge of the work in each department that the departmental officials have; and I think out of necessity that if the departmental officials are functioning honestly—and I believe in most cases they are, for I certainly think that most officials of senior rank in the service, knowing that they are subject to criticism and inquiry, are anxious to do an efficient job; and in most instances I believe the recommendations are in favour of the man who ought to get the promotion. Notwithstanding that fact, there are certain occasions when it happens that we inquire into the ratings. Now, I could give you another instance; and as I stated before, in giving these instances I hope I will not be cross-examined on them, because I do not want to mention the names, unless I have to, of the deputy ministers or the departments or the officials concerned. But I remember a certain promotion contest not very long ago where I myself drew the letter that the commissioners agreed should be submitted to the department. Representations were made and inquiries were had and the man did not get this particular promotion. A civil servant who was in line for promotion for years, and who had experience larger than that of the man who was recommended, got the position that I think he was entitled to. Those are two instances that I think of. I think of another instance—it is on my desk or about to be placed on my desk at the present time,—where we have had one inquiry in regard to a promotion, and the promotion certificate

[Mr. J. H. Stitt.]

is not yet issued, and we are going to have another. We had an inquiry not long ago made by a representative of one of the civil service associations in regard to a promotion in a place in the province of Quebec. He found fault with the promotion, said it was not right. We had an investigator go down there and he investigated the facts; and we decided that the promotion was right and we issued the certificate. When the statement is made or the belief is expressed that we have not got a great deal to do with promotions, it is true that the matter of promotion is largely a departmental matter; but we have the power of scrutiny and we have the power of withholding the certificate; and we do it when we think we should, and when knowledge comes to us.

*By Mr. Golding:*

Q. Just a moment, Mr. Stitt. Have you any knowledge of a promotion that was already for the chief to sign, where the chief took ill and died, and that promotion has never been made yet?—A. I cannot think of it immediately.

Q. Well, I will try to bring the particulars to your attention later.—A. If you would bring them to my attention, I would be glad to look into it.

*By Mr. Deachman:*

Q. Are there not in the civil service a lot of dead-end positions? For instance, if a boy starts as a filing clerk, where does that lead to?—A. I suppose, ordinarily, in the great majority of cases, about the highest position that man can occupy—that is, through the effluxion of time, in getting charge of a big filing room, would be about clerk, grade 4; in many cases, clerk, grade 3.

Q. What salary would that job call for?—A. Clerk, grade 4 gets a salary, I believe, of \$1,620 a year to \$1,960. Is that right?

Mr. BLAND: \$1,920.

The WITNESS: \$1,920.

*By Mr. Deachman:*

Q. Take the Post Office Department. There must be a lot of clerks in the post office?—A. That is one of the difficulties in the service that you are mentioning—people who are in dead-end positions. For instance, we have married men in the service that are clerks, grade 1; and it is a vexatious problem. It is problem that I am worried about.

Q. Take, for example, the simplest of all, the man in the filing department; is there no possibility of his emergence from there or his transfer into some other department, if he proves his efficiency and capacity in some particular position? For instance, he might develop a superior filing system or he might do something, just as one of the prisoners out at the penitentiary invented a lock. He is entitled to great credit for that. If this man develops some capacity in his particular line, is there no chance of transfer for that man to some other position?—A. Yes, there is a chance of transfer in this way: There is a chance of transfer in one instance by promotion. For instance, we might have a vacancy of the chief of a filing room that was open, and the department would say, "Well, there is not really anyone in the department that is competent to take charge of that." The first thing we would do would be to suggest that there be a competition within the service for that particular position. We have got to do that by statute. It is provided by statute. We always try, if we can, to hold a promotion competition within the service rather than an open competition.

*By the Chairman:*

Q. Mr. Stitt, the line of promotion is first within the branch, and secondly within the department with a few exceptions?—A. That is right.



Q. And a transfer from one department to another, especially when there are some difficulties between the chief of the branch and the employee, would help to remove these?—A. Yes, that is right.

Q. Therefore the interchangeability of functions would open a wider field for promotion?—A. It would. Now, I should like to give you an illustration of what has happened. One department wanted an expert and the commission suggested that a promotional contest be held within the service. We held the contest, and a very good man from one department went to another department, and the department getting him are very pleased and the department who have had to do without his services do not know what they are going to do; but they have got along, and the man has been promoted.

*By Mr. Deachman:*

Q. Is there a possibility of developing, or have you given some thought to the possibility of developing a transfer from one department to another? I realize one difficulty, as there may be an objection by a department to getting a man they do not want; but there ought to be a breadth of view in these things, not only in the interest of the service but in the interest of the individual, as movement between the branches tends to improve the service because it brings new blood into it.—A. I think that is very true. I will give you an instance I have in mind of persons in positions in one department who are more or less at dead ends, and it would be conducive to those persons health if we could get them to move into another department. For instance, if you examine into the health of civil servants—and it is of interest, I have no doubt, to Dr. Hartigan and other doctors on the committee—you will find there is a greater incidence of neurological diseases in the service than there is on the average in Canada.

Q. Especially among women?—A. Yes, quite. That is a matter I should like—perhaps it is not any of my business.

*By Mr. Fournier:*

Q. Before we touch on that, probably I should read the sections that have to do with promotion. It is found in section 49. The section reads as follows:—

Promotions shall be made for merit by the commission upon such examination, report, test, record, ratings or recommendations as the commission may by regulation prescribe.

Then, you have regulations 5, 6 and 7 of section 64. Mr. Potvin admitted that the commission has very little say in promotions and you have repeated nearly the same thing.—A. Oh, no, not quite the same thing, I do not think. I do not think so. It is a matter for your judgment. I do not think I have, myself.

Q. Let us look at the principle. The Act say: "promotions shall be made for merit by the commission." Are they made really by the commission?—A. We issue the certificate on ratings in prescribed forms made by the officials and by reviewing officers. We scrutinize the promotions and we issue the certificates; but we withhold certificates. We examine, and enquire, and there is careful scrutiny made by the examiners before it is ever recommended. For instance, I remember the other day a gentleman—you will be surprised, sometimes, to know that 50 files come through in a morning. I remember we examined this individual's file and we found that on such a day he was suspended for so-and-so and so-and-so. We instituted an enquiry right away. The department is communicated with and asked, "Have you knowledge of this; what are the circumstances?" And if it is a serious matter we are more than on our enquiry.

[Mr. J. H. Stitt.]

Q. Do all the promotions that come through every department go through on a certificate of the commission?—A. Yes, all those that are under our jurisdiction. Certain departments are not under our jurisdiction.

Q. The factors of promotion are seniority, efficiency and fitness?—A. Yes.

Q. Seniority and efficiency in the position he holds and fitness in the position he wants to get?

*By Mr. Lacroix:*

Q. As far as the ratings are concerned the rating is controlled by the department itself?—A. You know—

*By Mr. Fournier:*

Q. I was coming to that. The ratings on seniority and efficiency are made out by the officials in the department?—A. No; the rating on seniority is made by the commission; the ratings on efficiency and fitness are made in the department.

*By Mr. Lacroix:*

Q. What does that represent?

*By the Chairman:*

Q. The rating on seniority is the one which is not contentious?—A. Sometimes it is contentious.

Q. Very seldom.—A. That is right, very seldom; sometimes.

Q. Except when a man claims that he did not have fair play and he was entitled to pass?—A. No; sometimes a man will claim he was entitled to certain marks for years of service which were not within the jurisdiction.

*By Mr. Fournier:*

Q. Seniority and efficiency are rated 50 per cent of the marks given?—A. I think the ordinary rating is—it is a prescribed form in the regulations—30 and 50.

Q. Regulation 59 says seniority and efficiency in the service 50 per cent. Now, the commission just gives the ratings for seniority?—A. Yes.

Q. That would be 25 per cent of the total rating?—A. Thirty per cent, is it not?

Q. No, 25. The factors are if he has seniority, efficiency and fitness to perform the duties, etc.?—A. Yes, that is right.

Q. So seniority and efficiency are 50 per cent; seniority 25 per cent.

Mr. GLEN: Not necessarily so.

The WITNESS: It says "not more than that."

*By Mr. Fournier:*

Q. The commission has by its own regulation the right to rate up to 25 per cent for seniority. Am I correct in that?—A. I have the forms here that we use. I think it is indicated on the form. I believe I mislaid them; I meant to bring them with me.

Q. I have a few questions to put to you, Mr. Stitt. According to the regulations the commission gives 25 per cent of the total?—A. Yes, that is right. It is more or less an arithmetical rating depending on the years of service.

Q. For efficiency in the past position; that is only 25 per cent of the rating?—A. Sometimes it is 20 per cent and at other times it is 30 per cent. Sometimes it is 20 or 25. There is a variation of time for particular positions.

Q. But you cannot divide up his fitness for the future position. That is 20 per cent?—A. Yes.

Q. Who makes up the rating for efficiency?—A. The department.

Q. The official in the department?—A. Yes.

Q. Who gives the rating for fitness?—A. The official in the department under whose supervision the promoted man would be.

Q. These ratings are sent in to the commission?—A. Surely.

Q. You have special forms for these ratings?—A. Yes.

Q. The ratings except for the National Revenue and the Post Office Department are not made every year or every month?—A. No.

Q. These are the only two departments that have ratings; so when it comes to decide a promotion you base your judgment on these ratings given by the officials?—A. Yes; we base our judgment on all these facts that we have to consider, the file of the individual, establishment in the department, ratings, and so on. Just as I suggested, we scrutinize.

*By Mr. Tomlinson:*

Q. You have power to scrutinize and reject these?—A. Yes, we certainly have.

*By Mr. Fournier:*

Q. You cannot change the ratings given on fitness?—A. No; we cannot change the ratings, but I will tell you what we have done. We have refused to make promotions—

Q. That is your veto.—A. We have held written examinations in lieu thereof.

*By Mr. Tomlinson:*

Q. Which you have power to do?—A. We have done it, and it is accepted by the department.

*By Mr. Fournier:*

Q. It is the exceptional cases that you mention?—A. Not a great number of cases, no, but there are quite a few.

*By the Chairman:*

Q. You said yesterday that it was physically impossible to go through all the files.—A. No doubt about that.

*By Mr. Fournier:*

Q. When these ratings come into the commission you have a special branch of your commission that investigates these ratings?—A. Our examiners who are familiar with the department.

Q. Is it the examiners who do these things or is it the investigating branch?—A. The examiner handles these things.

*By the Chairman:*

Q. You mean the examination branch, or clerks grade 4?—A. I mean the examiners.

Q. Only the examiners?—A. The clerks grade 4 may assist them at times, but the reports come before us signed by the examiners, signed by the chief examiner. He scrutinizes them and then we scrutinize them.

*By Mr. Fournier:*

Q. You have before the commission ratings— —A. Our reports of the officials of the departments.

[Mr. J. H. Stitt.]



Q. Then you have the report of the examiners?—A. Yes.

Q. The examiner does not interview the applicant for promotion?—A. Sometimes he does.

Q. In exceptional cases?—A. Where it is deemed necessary.

Q. You have nothing in your regulations giving any ratings for the file except seniority?—A. That is right.

Q. According to the statute it is said that promotions shall be made by the commission.—A. And they are, using the departmental officials as their instruments. I might state this, that promotions are made in the British civil service—

Q. The commission has nothing to do with promotions under the British civil service.—A. That is quite true. There is a power, there is a veto power of the Treasury Board, I think, in the British civil service.

Q. There is nothing in their orders in council that says the commission makes promotions. We have the principle of promotions coming under your jurisdiction.—A. And they do.

Q. And the only instrument you have to make these promotions is the word of the officials in the department?—A. Oh, no. We have other instruments than that.

*By the Chairman:*

Q. Now, Mr. Stitt, I shall ask you just one question, with Mr. Fournier's permission. Coming to what has been said in reply to the questions by Mr. Fournier, at the bottom of your heart do you not think that the departments are using the commission as a smoke screen to cover their stand with regard to promotions?—A. I think that as a general statement that would be wrong, Mr. Chairman. I think it would be wrong, but I think that in cases it occurs. As a general statement, I am trying to—

*By Mr. Green:*

Q. If the commission were not in the picture at all the departments could run wild and would have full control?

Mr. FOURNIER: That is the wrong idea. We do not want the departments to run wild. We want the commission to run everything.

*By the Chairman:*

Q. Let us take the chief of a branch "A" and an official "B". A, does not want to give promotion to B who deserves it, and therefore A can give a wrong rating to B. When it comes to disclosure A says to B, "it is not my fault; it is the Civil Service Commission that has done it." When A has to decide about the fitness and functions of B and the commission has only to decide about the seniority, that can happen.

Mr. GREEN: Your aim is to strengthen the power of the commission in the future?

The CHAIRMAN: I am not speaking of the future, I am just considering what has happened now, and it is no reflection on the commission at all.

Mr. GLEN: Mr. Fournier's questions are all directed to strengthening the power of the commission, I trust.

*By Mr. Fournier:*

Q. There is a principle laid down by a parliamentary statute which says you shall have power to make promotions in the service on merit, and in putting these questions to you I am trying to find what instruments you use to make

these promotions. The first one is seniority. That is something you can look up and see the date of appointment and the date of promotions since the appointment; but outside of that you admit the officials of the departments rate for efficiency and fitness?—A. I do.

*By Mr. Tomlinson:*

Q. What do you mean by "fitness"?—A. Fitness for the position.

Q. Physically fit?—A. No, it was a much wider term than that—the general fitness for the position in question.

*By The Chairman:*

Q. Aptitude to fill the new job?—A. Yes.

Q. Efficiency for the post, and fitness for the job?—A. That is it, Mr. Chairman.

*By Mr. Fournier:*

Q. In the departments who appoints the rating officers for these ratings for promotions?—A. I believe the rating officers are appointed by the deputy minister, and I believe they have to appoint—

Q. Just one second; we will deal with that. So, the deputy minister in his own department appoints Mr. so-and-so, the superintendent, to rate the men under him?—A. I believe he has to appoint certain officials as prescribed by our regulations.

Q. So, the appointments of these rating officers are not made by the commission?—A. I can answer that in this way:—and I may not be just as familiar with this as I ought to be—they have got to have their ratings signed by the man who is over the individual in his present position for efficiency, and they have got to have the rating signed by the man who will be his supervisor in his future position; and that means that the deputy minister has really little choice, he has to take the ratings of the men most intimately concerned with the matter in the present position and in the future position; and that is a regulation of the commission, as I understand it. I may be wrong, that is what I believe.

Q. So, the gentlemen who rate these men on efficiency and fitness are the immediate chief and his future boss?—A. That is my understanding.

Q. It just does not strike me—but how does this future chief examine or rate the men, do you know?—A. I believe they appear before them orally. They have an oral examination, I understand.

Q. Don't you think that the second man counsels the first man?—A. As a matter of imagination I suppose he will ask some questions about the man. Who should be in a better position to know an individual man than the supervisor for whom he has worked on a particular task? Who should know him better?

Q. Listen—perhaps there is a lot in what you are saying, but all the complaints we get are just on that point; that this man who is the head of a branch has favourite friends in the department?—A. I recognize, Mr. Fournier, that there is room for difficulty, and I have a certain statement to make in regard to boards for rating and in connection with appeals.

Q. Did you ever hear that in the service some men are kept in the same position?—A. I have.

Q. Who are working, receiving their pay from the government, and they are kept there in offices and no work given to them?

Mr. SPENCE: Some men don't show initiative in a position and don't ever expect to get promotion and should never be given it.

Mr. FOURNIER: They don't expect it, why?

Mr. SPENCE: Because they know they are not worthy of it.

[Mr. J. H. Stitt.]

Mr. FOURNIER: Certainly, there are some who are not worthy, and some others that are worthy of promotion; we know they are qualified.

Mr. SPENCE: There are things like that.

The CHAIRMAN: And some of the others do work for those who do not work and they get the credit for it.

Mr. FOURNIER: Some don't work—

The WITNESS: We need more machinery to correct such cases, but I do not admit that promotions on the whole are nearly as bad as some people think and many people say. I am going to tell you why. You see, I worked in a department of the government for nearly three years before I went west to study law, and I was around here as a member, and I got to know a lot of people, I know a lot of officials, and I went to university with them. I have had experience for two years and nine months in our own commission, and I know that human nature is such that no matter how carefully you do exercise your judgment or how you plan your procedure for promotions there are going to be many people disappointed and one person pleased; and the individual himself is not very often the best judge of his capacity. But I do think we need improvement in our promotional procedure.

*By Mr. Fournier:*

Q. Could not you as the result of your experience devise some means by which we could check officials and departments that while not always wrong would give promotions which should be made. I will give you an instance; in a certain department where there are draftsmen doing work a man goes out and does work and when it gets to the deputy head of the department the work is signed by this man's chief who gets the credit, while the other man, a civil engineer for 20 years in the service at \$2,000 or so, is always kept there doing work all over the country?—A. I think there are men in the civil service, as there are in large scale organizations, that have not had justice. I do not think there is any doubt about that.

Q. Could not the commission find some way or have machinery so that they could check that?

Mr. BOULANGER: Do you think a board of review would control that?

The WITNESS: I am going to make certain suggestions, if I am allowed to.

Mr. BOULANGER: Outside of any interference from the departmental officials.

*By the Chairman:*

Q. If you will permit me, I will quote you one case in the Civil Service Commission. For instance take Miss Inglis. She has been on the commission staff since 1904. She is a most competent woman and she ranks next best to Miss Saunders. You know her?—A. I do.

Q. And you know she is very capable?—A. I do.

Q. And she has been there since 1904, and she has \$2,400; and she had an increase two years ago. On the other hand there is another lady there, and some others, who have \$3,000; and she is Munro who came there 13 years after Miss Inglis—she got there in 1919, and she gets \$2,640?—A. Miss Munro is bilingual, and Miss Munro does a great deal of organization work of a general nature.

Q. You shall not say that Miss Munro is the superior to Miss Inglis?—A. No, I would not say that Miss Munro has a superior education generally to Miss Inglis, but Miss Munro has a job that very few women can do, and she speaks both languages I understand perfectly, and it is the kind of job where she has to contact the public and really to do the most important administrative work—that is very exceptional for a woman. I may state that I have been inquiring about Miss Inglis' work, and I realize that she—



Q. Take for instance Miss Palmer; is she bilingual?—A. I cannot tell you that. I do not believe she is.

Q. Yes. She came on in 1918, 14 years after Miss Inglis, and she gets \$2,000 or \$3,000 a year; and another woman there draws \$3,000 a year. I do not know why she is there—yes, and here is a woman who gets \$3,000 a year—A. They have higher educational qualifications.

Q. Then there is Miss Walker. Miss Walker has been there since 1918; she has \$3,000 and I will rank her after Miss Inglis—A. Miss Walker has superior education to Miss Inglis, and Miss Walker came into the examination department years ago. She has gone up by stages of promotion, and she perhaps can write the finest English of any person in the Civil Service Commission, I believe; including the commissioners.

Q. You will not describe Miss Palmer as superior to Miss Inglis?—A. She is getting more money than Miss Palmer.

Q. No.—A. Oh, yes.

Q. I mean, Miss Walker?—A. I was speaking of Miss Walker.

Q. Miss Walker has several dollars more and she came there 14 years after Miss Inglis who has had technical experience in the Auditor General's office, as you know.—A. Yes.

Q. I think that in this case—I want Miss Inglis to rank next to Miss Saunders—A. I may tell you—

Q. Just a minute.—A. I beg your pardon.

Q. The Civil Service Commission has been discriminating against Miss Inglis because of the fact that you are paying her \$2,400 a year and Miss Walker \$3,000 a year. I find that in this case seniority has been badly overlooked by the commission itself which decides on seniority.—A. A lot of that happened before my time. I have only been two years and nine months in the commission and I am not as responsible for the salaries as I would be if I had been there longer and had had more to do with it.

Q. This committee had this chart made to our order. We did not like the one that we got from you. You will like it.—A. I have copies of it.

Q. This is a new chart. This is not the old one. This is a new chart which was prepared to meet the wishes of the committee. You will see there what I have said.—A. I want to admit, Mr. Chairman, before the remark is passed, that Miss Inglis is very efficient.

The CHAIRMAN: She is superior. I discussed her case with Mr. Bland, your chairman. We were talking about these people who make a career of jobs in the civil service, and I think Miss Saunders and Miss Inglis are two people who have made careers of their work in the civil service; you will agree on that, as Mr. Bland did agree, privately, with me?

The WITNESS: I do agree with him.

The CHAIRMAN: Miss Inglis has been discriminated against in this case.

*By Mr. Fournier:*

Q. Mr. Stitt, reverting back to the question I was asking; would you give me the different definitions of promotions and reclassifications?—A. Yes. I will try to give you my conception of them. I know there has been some difficulty. The reclassification as I understand it is re-rating of a person in a position; that is, a reclassification of the position itself. It comes about in this way: A man for instance may be a principal clerk and they add to his duties; that is, his work becomes more important. For instance, they discover this man is a good supervisor and they give him more staff; and he is a man who can interpret the law and administer a statute, and they give him special functions and his duties grow. Now, the deputy minister of the department will say this man is underclassified, he has proven himself superior in that he is doing much heavier work and more important work and we think his position should be

[Mr. J. H. Stitt.]

reclassified. The investigator goes over and without that man ever being moved or knowing he makes a report to the commissioners as to whether or not his work has changed in importance, and he submits a recommendation either for or against the request of the deputy minister. If we accede to that his position may become a head clerk instead of a principal clerk. That is reclassification. That is the position becoming greater. Promotion is from one position into another.

Q. In another class. Is it to your knowledge in the last two years and nine months that certain departments have recommended to you people reclassification of positions and they have not as yet seen an investigator come in?—A. No. Do you know why?

Q. Do you know that as a fact?—A. I have only been there for two years and nine months.

Q. The post office department?—A. There has been certain reclassification done in the post office department.

Mr. FOURNIER: Certain branches.

*By the Chairman:*

Q. With regard to the House of Commons, I know that the Speaker ordered the Clerk of the House of Commons to send a request for a reclassification, and I wondered if that had been received by the commission?—A. I believe there was a reclassification made not long ago in the House of Commons.

Mr. FOURNIER: How do you explain that, that you take three years, and sometimes four?

Mr. GREEN: Could we get the finish of Mr. Stitt's answer to the chairman's question about the House of Commons?

The CHAIRMAN: He said, I think it has been sent back, that the reclassification has been made and sent to the House of Commons. That is what he said.

The WITNESS: I think it is.

The CHAIRMAN: Mr. Stitt spoke in a lower voice to complete his sentence.

*By Mr. Fournier:*

Q. How do you— —A. Let me explain this.

Q. Yes?—A. The commission last year investigated 15,000 positions.

Q. For reclassification?—A. For reclassification.

Q. Out of 30,000 some odd?—A. 31,000, I think. And our investigation and organization branch have worked very very hard and we can only do so much. If you would just go back in your past experience in the House you will remember that there were a certain number of years where there was no reclassification, where there were no promotions, no new positions. The Civil Service Commission has had that all dumped on them like that and they are doing their work just as fast as they can, but that work has to be carefully done. Supposing a department says: Here we want this done and we want that done; we want an increased expenditure of \$50,000. We cannot say, "Yes, we will give it to you without investigation."

Q. Did any of your investigators tell you how they proceed in some instances when they meet a man asking for reclassification?—A. They have not spoken of individual cases.

Q. Did they tell you that they walk in and say that a gentleman wants the state to spend more money on you. Did you hear that sentence?—A. No, I have not.

Q. Just sit down there and speak about a position and speak for eight or nine minutes about irrelevant matters and then they walk out?—A. They are not sizing up that man's position where they go and speak to the man; they are sizing up the man; and the inspector goes to the chart of organization

and draws the files and looks over the work, and he makes up his mind how important this man's work is. We had an investigator not long ago—by the way he is one of our bilingual men—

Q. Don't give compliments about the staff; we will give the compliments when they are due.—A. I beg your pardon. He made an investigation for a department which ordinarily is not under our jurisdiction and I think it took him about three months to do it—perhaps that is a little long—yes about three months, and when he got through there was maybe \$25,000 difference between his figure and the departmental figure embracing, maybe, 1,100 employees. The most of that \$25,000 he gave to the lower ranks where the other department was giving it to the higher ranks.

Q. Have you heard of an instance where one investigator made a report disagreeing with the report of the head of the branch?—A. They disagree with many.

Q. Yes, and later on the commission sent two investigators?—A. I think there were some cases where we did send two investigators, yes.

Q. And the report of the two was favourable to the young lady preparing the estimates. Would that be the case you have in mind?—A. No, I do not know that—that particular fact you are mentioning—I do not know it.

Q. It is a case where you sent over one investigator who reported against and when two investigators go and make that investigation it would be positive?—A. Perhaps we had an investigator go over that was senior to the first investigator, and sometimes an investigator will get into conflict with a high official in a department and it is necessary for us to try to get the matter worked out and get some other person's point of view. You know it is a colossal job for a man to go—

Q. I understand, if half of the civil service want to be reclassified it must be?—A. Have you ever met a civil servant who did not want to be reclassified?

Q. Not reclassified; be appointed permanently once in a while after six years of being temporary. You have cases where you have temporary employees for six years?—A. We have recommended to the Treasury Board that they be made permanent.

*By the Chairman:*

Q. And in the commission there are eighty-two temporaries out of 232?—A. Yes, that is right.

*By Mr. Fournier:*

Q. You have this regulation 105 that applies to any person who solicits or endeavours to influence a member of the commission or any officer thereof. Do you know personally if many people in the service go and pray that Mr. So and So be promoted or reclassified?—A. I have had a few come to me—

Q. From the service? Going to the commission?—A. Yes, going to the commission; and I have read them the regulation and been nice to them as I could and said, "We have got to carry out our functions, you know, in a scientific way."

Q. You have been nice to them?—A. I have tried to be as nice as I could.

Q. Did you tell them it was dangerous to their own promotions?—A. I certainly did. I have made it very very plain.

Q. You are only one of the commissioners. Am I well informed when I say this is a practice on quite a large scale?—A. I can speak only from my own experience. As to whether the other commissioners are interviewed on numerous occasions in this way I cannot say. From my own experience I have got to say it is very rare and the only people who came near me were people I was a boy with years ago up in the Ottawa valley or people I had worked with in the department. I have had hardly any difficulty there.

[Mr. J. H. Stitt.]



*By Mr. Spence:*

Q. Somebody who knew you?—A. Yes, somebody who knew me.

*By Mr. MacNeil:*

Q. You cannot avoid that?—A. No.

*By Mr. Fournier:*

Q. It did not influence your decision?—A. No, sir, it has not. If I knew that a case was likely to be very personal to myself I would have stayed away from it.

*By Mr. MacNeil:*

Q. I understand that when a request is made for reclassification that a minute of the Treasury Board requires a unit survey?—A. They do now, yes.

Q. What does a unit survey include?—A. It means this: heretofore it has been the practice of the commission, until, I think, eighteen months or two years, that the deputy ministers would write over and say this man ought to be reclassified; this individual ought to be reclassified; and the commission would be jumping here and there to the individuals concerned. After all, reclassification means that there should be an equity obtaining throughout the different classes, and I believe it was the commission that suggested it to the Treasury Board—I am not sure, but I heard the other day it was—that it should be done more scientifically and more equitably if we did it in unit surveys, and they passed the recommendation that it be in unit surveys annually.

*By the Chairman:*

Q. What do you mean by unit surveys?—A. For instance, if you take the Department of Trade and Commerce, now they have the Weights and Measures branch, and that would be a unit, the whole branch; the Bureau of Statistics would be another branch.

*By Mr. MacNeil:*

Q. The gas and electricity division?—A. Yes, the gas and electricity division, that would be another branch. Units vary. For instance, in a small department—take the Secretary of State—

*By Mr. Tomlinson:*

Q. There is the company's branch over there; that would be one branch, the patent branch?—A. Yes, the patent branch, and certain branches within the patent branch. In the Department of Justice there are the legal officials. I suppose there is the remission branch. I think possibly that illustrates what I mean by that.

*By Mr. Hartigan:*

Q. The Agriculture department would be as a whole?—A. No; there is the Health of Animals branch there and the Experimental Farms branch.

*By the Chairman:*

Q. In other words, it means the sphere of action assigned to the investigator on special instructions, whether it is one branch or two of the same department?—A. Yes.

*By Mr. MacNeil:*

Q. Who defines that unit, the department or the commission?—A. I think the commission, and I think they have been accepted by the Treasury Board—I am not sure—I am rather hypothetical there.

Q. When your organization branch conducts that survey and chooses to recommend that reclassification be carried through as originally recommended by the department, what is the procedure; is that referred to the Treasury Board?—A. I will tell you what happens: the investigator goes back to the office, he prepares his report and he gives his reasons for his recommendation. They are all in writing. It comes before both the assistant chief of the organization branch and the chief. They look over it and talk it over. They initial it if they think it is right and then it comes before the commission—Mr. Bland—generally these matters go to Mr. Bland first. Then they will go through the other commissioners. Sometimes Mr. Bland raises a point and sometimes Mr. Potvin raises a point and sometimes I will. Sometimes we have the deputy ministers over and the chiefs of staff, and we go into these matters. Sometimes they want to come over. In fact we have had the deputy ministers of excise and customs and national revenue. They have been over. Major Parmelee has been over. We have had quite a number of deputy ministers over and high officials, and then the recommendation is prepared and the order in council if necessary, and it goes to the Treasury Board. Now, what the Treasury Board officials do with it I am not familiar with, but it has got to be passed by the Treasury Board.

Q. Does not that mean in the course of a year a large number of references to the Treasury Board?—A. They are voluminous.

Q. This may not be a proper question to ask, Mr. Chairman: Is it not clearly impossible for a sub-committee of the cabinet—the ministers actually concerned—as a committee to deal with all these references?—A. Now, I should not be asked to criticize a sub-committee of the cabinet.

The CHAIRMAN: It is not a matter of criticism; it is a matter of observation.

The WITNESS: My opinion is this. I was once concerned about a matter and I asked the minister if I could see him. That is one of the few instances in which I have seen a minister. And we discussed the case, and I was amazed what he knew about it.

The CHAIRMAN: In the very nature of things—

*By Mr. Fournier:*

Q. He was one of the members of the Treasury Board?—A. Yes.

*By Mr. MacNeil:*

Q. To what official of the Finance department do you make that reference?—

A. It goes to the secretary of the Treasury Board.

Q. What is his name?—A. His name is Mr. Ronson, I believe.

The CHAIRMAN: The secretary is the Deputy Minister of Finance and Mr. Ronson is assistant secretary. There is Mr. Clark, Mr. Sellar and Mr. Ronson.

*By Mr. MacNeil:*

Q. Is it not true that in a large number of instances the recommendation of the commission has been rejected by the Treasury Board?—A. Very few.

Q. Very few?—A. Very few.

Q. To your knowledge, under this procedure, is not extraordinary power vested in those particular officials of the department who are in the Treasury Board?—A. Well, I do not know whether there is extraordinary power there. It has not been exercised to any great extent. They have accepted the recommendations of the commission, I believe.

Q. You are giving evidence to the effect that the commission is not restricted in its independence in any way by the action of the departmental officials—I am not referring to the ministers—with respect to the Treasury Board?—A. That is rather a difficult question to answer. I am not amenable to any official.

[Mr. J. H. Stitt.]

*By Mr. Fournier:*

Q. With regard to all those reclassifications and promotions in the Finance department or of Treasury Board employees, were they prepared and recommended by the commission?—A. Yes, they were.

Q. But the ratings were made by those same gentlemen?—A. They make no ratings in reclassification.

Q. They have got to explain the duties or the increase in the work?—A. Yes, but the investigator goes over and looks at the work and examines the files. And I can tell you what I have tried to do: I have tried to make very certain that our investigators knew this, that I want their report, and if they disagree with what the department wants, I want it, and if they have an opinion that I have anything in my mind I want the investigator to make an honest report, and I respect him for it when he differs from my own judgment. I have done everything I could to promote the independence of the investigator, and that is a very onerous and difficult job.

*By Mr. MacNeil:*

Q. One point. I have been informed, whether correctly or not, I do not know, that officials do exercise power when certain increased expenditure is involved; that they overrule decisions of the commission without any actual reference to the responsible ministers concerned?—A. I do not think they can do that.

Q. You do not think so?—A. No, I do not believe it is done.

*By Mr. Glen:*

Q. That is your experience, Mr. Stitt?—A. Yes.

*By Mr. Tomlinson:*

Q. Let us clear that up. Has not the treasury board the right of veto because of the possible increase of expenditures?—A. Certainly they have.

Mr. MACNEILL: I have no objection to ministers exercising it.

*By Mr. Tomlinson:*

Q. Those officials would have to do with it only on the advice of the treasury board?—A. I believe they advise the treasury board. How could a minister know all the details? The members of the treasury board are ministers of the crown with all the onerous duties that they have. They have got to be advised by a staff of continuing civil servants who know what the business of the department is. I imagine they are advised by them; I have never been a member of the treasury board.

*By Mr. Glen:*

Q. I am not going to ask many questions, but you realize, Mr. Stitt, that your whole evidence to-day in answer to Mr. Fournier is in direct contradiction to the evidence given by Mr. Potvin in regard to the merit system?—A. Well, I do not know that it is in direct contradiction. I have stated this, that we have a power of scrutiny which is exercised, and we have a power of withholding, which is exercised not on every many occasions, and we have the power of investigation. I have tried to show how we function.

Q. You remember that Mr. Potvin's evidence was in effect that the merit system, so far as the Civil Service Commission is concerned, was not exercised to any considerable extent?

Mr. FOURNIER: For promotions.

Mr. GLEN: Yes.

Mr. FOURNIER: They had a little say.



The WITNESS: Well, that may be his opinion. I have tried to tell you how we function. There is no doubt about it that in a great many instances things go through as they ordinarily come up—

*By Mr. Fournier:*

Q. As they come from the departments?—A. There is no doubt about it.

*By Mr. Glen:*

Q. You do exercise in all cases of promotions the power of scrutiny?—A. There is a report made on every promotion that goes through by the examiner in the examination department.

Q. You said you had some memo there of importance that might be of some benefit. I do not think we got to that.—A. It will not take me very long to read it.

Q. Because, as I have gathered, your evidence is so entirely different from Mr. Potvin's evidence that I want your opinion on the record. It may not be very pleasant to you, but the record is there so far as Mr. Potvin is concerned, and I want the record so far as you are concerned.

The CHAIRMAN: It is different more in respect of the wording than in respect of the meaning.

Mr. GLEN: I would like it just the same.

Mr. FOURNIER: It is different in attitude.

Mr. GLEN: I would like Mr. Stitt's wording and attitude.

Mr. FOURNIER: It has been stated that Mr. Stitt gave evidence contrary to the evidence of Mr. Potvin, but insofar as promotions are concerned, Mr. Stitt said that the basis was 25 per cent of the ratings, plus the marks on the file, plus the report of their examiner who receives a report from the department.

Mr. GREEN: Plus the right of veto.

Mr. FOURNIER: Plus the right of veto which is exercised in certain cases but not generally, and Mr. Stitt adds that generally what comes from the department goes through.

The WITNESS: That is quite true.

Mr. GREEN: Could we have Mr. Stitt's suggestions for strengthening the powers of the civil service commission?

The WITNESS: It will not take long to read this.

1. Civil servants should be penalized for attempting to have undue influence exerted in their behalf by members of parliament, senators, commissioners, deputy ministers and chiefs of staff.

*By Mr. Fournier:*

Q. You could put that in your regulations, and the Governor in Council would probably adopt it.—A. They will be more likely to adopt it if a committee of parliament recommends it.

Q. On that point, you are empowered by the Act to make regulations?—A. Our regulations have all got to be promulgated by order in council.

Q. And under the title of "promotions," you have only got about nine regulations. What hinders the commission from passing this regulation and submitting it to the Governor in Council?—A. Nothing prevents it. I am giving you my opinion on this matter, and I am hoping that you will consider it worthy of consideration.

[Mr. J. H. Stitt.]

*By Mr. Glen:*

Q. You want public opinion expressed through this body.—A. As a committee of this honourable House it might bear a lot more weight than the submission of a mere civil service commissioner.

*By the Chairman:*

Q. Is it not a fact that in a very large number of cases the commission makes a ruling of wide and general application and then afterwards makes exceptions to that ruling?—A. We do at times.

Q. You know that?—A. Yes, it is true—

Q. And you know it is the general practice of the commission to make exceptions from the general rulings that the board has made?—A. No, I cannot admit that.

Q. You have only to look at the appendix to the last reports to see that that is the case in out-of-turn appointments. You know that, Mr. Stitt. Will you please proceed?

MR. GLEN: For the purpose of the record, Mr. Stitt is not admitting that.

The WITNESS: No, I am not admitting that.

The CHAIRMAN: No, but the appendix is there.

MR. TOMLINSON: Let us have the report.

The WITNESS: I would like to make this statement, if I might: although the appendix is there, I wonder how many hundreds of thousands of cases those exceptions cover and if the appendix covers exceptions that have gone over the period since the institution of the Civil Service Commission.

MR. GLEN: Go on with your statement, Mr. Stitt.

The WITNESS: I believe the institution of review boards on promotions would be worthy of consideration in the various departments.

The review board, I suggest, would be comprised of a representative of the employees, a representative of the department and a third representative to be mutually agreed upon by the two representatives more or less in accordance with the provisions of the Conciliation Act.

This is a review board in the first instance, and I believe the function of the review board should be to decide whether a *prima facie* case has been made for an appeal or not; that is, that if we constitute an appeal board we will not be considering a lot of vexatious cases.

To ensure fairness in promotions, ratings should be made annually on all employees. All promotions should be made tentatively for a period of three months, during which period reviews may be launched to the review board and, if a *prima facie* case is declared, to a tribunal composed of three members, one representing the employees, a second representing the department and a third the Civil Service Commission. The award of such a tribunal should be final. Rules governing appeals should be carefully formulated—

*By the Chairman:*

Q. In connection with ratings, would you make them public to the men within the branch, or not?—A. I do not know but that it would be a good thing to let each man know his position in the rating list in order that he might put on a little extra effort or initiative to improve his position and his work. I have not considered whether he should know the ratings of all the people, but he should know approximately where he stands himself in order that he might exert more initiative.

Q. Knowledge of the ratings of others would stop favouritism to a certain degree, do you not think?—A. Of course, that is a matter to be considered.

Q. You admit that there are two sides to the question?—A. Yes, I think so, emphatically.

I think that no employee should be penalized because he or she has entered, or has had entered, an appeal on his or her behalf by any person or organization. An appeal might be entered by an organization of civil service employees on behalf of any person aggrieved, by an agent of any such person, or personally by any candidate who has entered a promotional competition.

Ratings, I believe, could be continued to be made by departments on efficiency and fitness. The departmental officials ought to be able to accomplish this work better than any outside body.

And this is rather important: experiment in the conduct of appeals might be made initially in one or two of the large departments before being introduced generally throughout the service, as the launching of many appeals might congest the work of the commission or involve a large expenditure of money. I think that you should experiment before you go too far. Now, gentlemen, I have not very much more to say to this committee.

*By Mr. O'Neill:*

Q. On the question of the board of conciliation, you said one member was to be appointed by the commission and one by the employees, and they would agree on a chairman. In the event that they cannot agree on the chairman, then how do you appoint him?—A. I think the commission should appoint the third man in the event of a disagreement.

Q. The commission is appointing one and the employees are appointing one—

Mr. TOMLINSON: No, pardon me—he said the department.

THE WITNESS: I do not know whether you want to examine me further. I have not anything more to submit myself. As I said in the beginning, Mr. Bland, the chairman, talked over with me the submissions he would make. I am in general agreement with the submissions he has made; in fact, I think I agree with all of them, in a general way. If I am through now, I desire to thank the chairman for his courtesy to me; and I desire to thank the members of the committee for the attention they have given me.

*By Mr. Green:*

Q. Do you handle such cases as a promotion to the position of collector of customs in the large ports? There has recently been a collector appointed in Vancouver.—A. Yes.

Q. And sent there from the east?—A. Yes. We handle that.

Q. I was wondering how that was handled.—A. That was handled by our commission.

Mr. GLEN: Will Mr. Bland be on the stand at the next meeting?

Mr. SPENCE: Mr. Chairman, I want to bring something to the attention of the committee. Mr. Fournier a minute ago was speaking about a certain individual who had worked for the government for many years, never had an increase in salary, and never had an opportunity of an increase in salary. He spoke about a draftsman man. I think he was making a good point there. He said he brought in a plan to the head of the department, and he signed the document; and there was nothing to show that he was the one who drew the plan or anything of that kind. In order to give that fellow his full, his just dues for the job he had done, if it was a good one, could he not be allowed to sign that plan himself? Then the department knows who drew it.

Mr. FOURNIER: My attention was called to that by somebody in the Mines and Resources Department.

Mr. SPENCE: That is one of the points for the consideration of the department.

[Mr. J. H. Stitt.]



The CHAIRMAN: He could put his initials on the plan.

Mr. SPENCE: Put his initials on the plan; every man who does work of that kind should be allowed to do so; not the head of the department at all or the chief of the branch or the chief of any department. It would be a wise thing to do. Mr. Fournier mentioned that. I have several instances that I could mention.

Mr. HARTIGAN: Perhaps there are some people who would not want their name on it.

Mr. SPENCE: If it was not worth putting their name on, let them suit themselves.

*By the Chairman:*

Q. Before you go, Mr. Stitt, you spoke about the powers of scrutiny and veto that were exercised by the board?—A. You mean by the commission?

Q. By the commission.—A. Yes.

Q. And it is done inasmuch as you can physically do so?—A. That is quite true.

Q. And last year you made eight thousand appointments and had to look after 15,000 promotions?—A. No, no—15,000 promotions is wrong.

*By Mr. Tomlinson:*

Q. 15,000 reclassifications?—A. No, not 15,000 reclassifications at all.

*By Mr. Fournier:*

Q. Requests for?—A. No—15,000 positions were considered in reclassification; that is, when we make the unit survey, we have got to consider all the positions.

Q. Every day to you fix up new classifications? I have had these books brought down here just to put one question to you. These books come from the commission and they are called "Classification Books". They give the different classes of positions in the service?—A. Yes.

Q. Could you tell me how many classes of positions you have?—A. I cannot tell you how many classifications there are in the service; but the number would be in accordance with that volume which you have.

Q. Would twenty-four hundred classes of positions be right?—A. I believe that is true.

The CHAIRMAN: It is not inspiring reading, but you will see what it is, gentlemen.

Mr. GREEN: Would it be possible for us to get some explanation as to why some of these civil servants are not under the commission, such as the Income Tax Branch and the National Harbour Board?

The CHAIRMAN: Well; that is outside of our range.

Mr. FOURNIER: We have too many now.

The CHAIRMAN: That is outside of the range of our work; because we were told to report on the operations of the Civil Service Act, and all these men have been appointed under different acts.

Mr. TOMLINSON: Does not superannuation also affect, for instance, temporary and permanent employees?

The CHAIRMAN: Yes.

Mr. TOMLINSON: The question of superannuation?

The CHAIRMAN: Yes.

Mr. TOMLINSON: That is a study by itself.

The CHAIRMAN: Yes. But we have not to report on superannuation. There is another committee doing that.

Mr. TOMLINSON: That is what I say. It is really beyond our scope.

The CHAIRMAN: It is outside of our scope.

Mr. GREEN: Surely our instructions were to investigate the operations of the Civil Service Act.

The CHAIRMAN: In the broadest way.

Mr. GREEN: Yes. What objection can there be to our making a recommendation, for instance, that the Income Tax Department should be placed under the Civil Service Act? I think that is in our power.

Mr. FOURNIER: Yes. But Mr. Stitt admitted that actually with their staff they had—

Mr. GREEN: That is a matter of detail. The principle I want to get at is whether we cannot get some evidence so that we can ascertain for ourselves whether or not these other departments or some of them should be under the Civil Service Act.

The CHAIRMAN: It is pretty late for that.

Mr. TOMLINSON: We are also affected by the superannuation. We have a committee sitting on that. For instance, new positions naturally affect superannuation.

The CHAIRMAN: If we can improve the condition and the efficiency of the civil service in the departments which are under the Civil Service Act, we will have done a lot for the civil service and for the country; and next year if some other members want to look into the other aspect of the problem,—well, good-luck to them. But if we make a conscientious report on the operations of the Civil Service Act as it stands now, I will tell you honestly, Mr. Green, that we will have done a lot.

Mr. MACNEIL: I would suggest that you do not exclude altogether some consideration of that aspect. You will remember that by order of the committee or that by your order, I believe, there was filed with the committee a list of these positions exempt from the Civil Service Act.

The CHAIRMAN: Yes.

Mr. MACNEIL: Surely it is our problem to deal with the present limitations of the jurisdiction of the commission, so that as far as time permits—I appreciate your point about time, but as far as time permits I think we should consider, in a comparative way at least, the conditions as they exist under these exempt positions as compared with positions under the jurisdiction of the commission; and there may be some points—

The CHAIRMAN: In regard to that matter, I am absolutely in the hands of the committee. But we got a list; we got from the commission a list of exempted positions, and I did not find that list satisfactory. I had another one made, which was distributed, I think, to the members, in order to make it clear to them. We still have very much to do.

Mr. TOMLINSON: We still have ten minutes left. Let us have Mr. Bland.

Mr. MACNEIL: The point was made very strongly yesterday that a great deal of blame attached to members because of lack of understanding. I would like to ask whether we will have, when we are through with our inquiry, such returns to the committee as will enable us to say very definitely that such and such positions are under the jurisdiction of the commission, are dealt with on the merit system and other positions are dealt with under the patronage system?

The CHAIRMAN: It is a matter that will be taken up when we meet together to prepare our report, if that is satisfactory to you.

Mr. GOLDING: Mr. Chairman, there is a matter that I have been anxious to bring to the attention of the committee for some time; and if we could have Mr. Bland for a few minutes, I would like to bring this question up.

[Mr. J. H. Stitt.]

The CHAIRMAN: All right. Thank you, Mr. Stitt. Will you please remain in attendance with the other commissioners. Then will Mr. Bland come forward? While Mr. Bland is coming will you please tell me if you will sit to-morrow morning or to-morrow afternoon?

Some Hon. MEMBERS: To-morrow morning.

Mr. GOLDING: Mr. Chairman, there is a matter here that I should like to bring to the attention of the committee and also of Mr. Bland. It is a case which came to my notice some time ago and I think it is a situation which should be dealt with by this committee or by the commission.

The situation is this: a lady was employed in the service for some 14 years from 1914 to 1928. She had splendid recommendations in all the different offices in which she was employed. After 1928 she married. Her husband was also in the service and was sent to the province of Quebec to the agricultural college there. About eighteen months after that she gave birth to a little daughter and her husband died two weeks after the child was born. She then came back to Ottawa and found that she could not get back into the service. My opinion is there is no business concern that I know of that required an employee that would not be only too pleased to give employment to a person of that kind. She has responsibilities resting on her. She has to take care of that child, and not only that, but she is assisting in providing for a home. I believe the commission would be glad to do something for a case of that kind—and there is more than one case—but apparently they have no authority and no power under the Act to do so.

In any business concern—and I think the Civil Service Commission should be run as a business concern; if we have a machine that is so clumsy that it cannot do justice to the people then the machine is not efficient, and I believe this committee in dealing with a matter of this kind could make the Civil Service Commission an efficient machine to take care of cases of this kind.

I have an amendment here that was prepared at my request by Mr. Bland which would cover this case and other cases similar to this. Before I make my motion and I am going to move that this suggested change be sent to the sub-committee and studied.

Mr. SPENCE: Why not read it to us; then we will know what it is about.

Mr. GOLDING: All right, I shall read it. The memorandum is as follows:—

Section 8 of the regulations of the Civil Service Commission, as approved by the Governor General in Council, at present reads as follows:—

Except as otherwise specified in the Civil Service Act and in the present regulations, no person shall be admitted to any examination for clerical or lower grade positions unless he has attained the full age of eighteen years and is not over thirty-five years of age on the first day of the examination, except in cases where duly qualified candidates within these age limits are not available, provided that in competitions for caretaker the maximum age limit may be waived in cases where such action is considered by the commission to be desirable. In the case of examinations for positions as office boys, the age limits shall be sixteen and eighteen years. The age limit for examination for other positions shall be as advertised for such examinations.

Mr. Bland then said:—

I think the situation which you have in mind would be covered if an amendment were added, reading somewhat as follows:—

These age limits shall not apply to persons who have previously been employed in a permanent capacity in the civil ser-



vice, who have left such employment in good standing, and who are otherwise qualified under the law and regulations.

I should like to have a few comments from Mr. Bland, who knows the situation, in connection with this case.

Mr. C. H. BLAND, recalled.

The WITNESS: Mr. Chairman, the case which Mr. Golding cites is one of an infrequent number that come to us, and I think it has a good deal of justice behind it and I will be quite prepared—I think my colleagues will agree with me, although in fairness I might say that I have not yet consulted them on it—I think we would be quite prepared to suggest an amendment that would permit in such cases an employee who has given satisfactory service and who desires to re-enter the service, the right to do so, and that they should not be bound in too great a degree by the restriction of age.

Mr. GLEN: Would you consider that the time limit should be left open? (no answer).

*By Mr. Deachman:*

Q. There was a question brought up by Mr. Potvin the other day in regard to the position of a baker, do you recall it?—A. I do.

Q. The only suggestion was that the advertising had been framed in such a way—I don't like to use that word "framed"—had been "drafted" in such a way as to fit a man particularly for that position; or, as someone expressed it, to frame a collar to fit a particular man. Do you recall that case?—A. I recall the case.

The CHAIRMAN: Mr. Deachman, it is 6 o'clock.

Mr. GOLDING: Just a moment, before we adjourn. I wanted to move that the recommendation submitted by Mr. Bland should be referred to the subcommittee for examination and report.

Mr. TOMLINSON: I second that.

The CHAIRMAN: Just a minute; do you think that Mr. Bland should proceed now for ten or fifteen minutes? I think it would be fairer to him to permit him to start to-morrow morning.

The WITNESS: I am entirely at the service of the committee.

The CHAIRMAN: It is all the same to me, but I suggest to-morrow morning at 11 o'clock.

Mr. TOMLINSON: Mr. Bland was to prepare a number of reports and I think that should be the first order of business to-morrow morning. I would like to know if those reports and the recommendations he wanted to submit are in such shape that they could be placed on the record to-morrow morning?

The WITNESS: Yes, they are.

Mr. FOURNIER: Might we know who is going to follow Mr. Bland?

The CHAIRMAN: Mr. Potvin, and then Mr. Nelson, if you wish; or Mr. Nelson before Mr. Potvin, whichever you prefer.

Mr. FOURNIER: At any time at all.

Mr. GLEN: Are your reports typewritten, Mr. Bland?

The WITNESS: Yes, they are ready.

Mr. GLEN: I think we had better leave it until to-morrow morning.

The CHAIRMAN: The committee stands adjourned.

The committee adjourned at 6 o'clock p.m. to meet again to-morrow June 3rd, 1938, at 11 o'clock a.m.







gov. Doc  
Can  
Com  
C

SESSION 1938  
HOUSE OF COMMONS

CA1 XC2

-38458

SPECIAL COMMITTEE

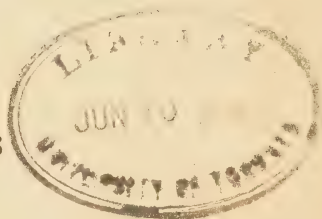
ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 23

FRIDAY, JUNE 3, 1938



WITNESSES:

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.



## MINUTES OF PROCEEDINGS

JUNE 3rd, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

Members present were: Messrs. Boulanger, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, Mulock, O'Neill, Pouliot, Spence, Stewart and Tomlinson—16.

*In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. A. Potvin, Commissioner, Civil Service Commission;

Mr. J. H. Stitt, Commissioner, Civil Service Commission;

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission,  
and

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

*Ordered,—*That the following correction be made in the evidence:—

Page 734, 2nd last line, after the words "she has" substitute the words "summarized the rulings of the Commission since 1920, and it is that summary of rulings which has been published as an appendix to several of the reports." for the words "specified the rulings of the Department of Justice."

Mr. C. H. Bland was recalled and further examined. He filed a statement showing the number of examinations for caretakers, cleaners, helpers, lighthouse keepers and elevator operators during 1937; also the number of appointments to these positions. This was ordered printed as Appendix No. 1 to this day's evidence.

Witness retired.

The Committee adjourned to meet again at 4 o'clock, p.m. this day.

4 o'clock, p.m.

The Committee resumed at 4 o'clock, p.m.

Mr. C. H. Bland was recalled and further examined.

Witness tabled a summary of the suggestions he made to the Committee. (For distribution to the Committee.) Also a statement dealing with long-term temporaries. (For distribution to the Committee.)

Letters regarding Mr. C. V. Putman were filed as Exhibits A, B, C, D, E, F, G, H, I, J, K, and M, and were read into the evidence.

Witness retired.

Mr. C. V. Putman was called, sworn, examined and retired.

The Committee adjourned to meet again Tuesday, June 7th, at 11 o'clock a.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 3, 1938.

The Select Special Committee on the Civil Service Act met at 11 o'clock a.m. The chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Order, gentlemen. I have a little correction to make on page 734. May I tell you very candidly that I have not been through the whole evidence. I have not read it all, but I read it at times, and I find that there are very many things to correct. Therefore, those who read the report should take it with a grain of salt, just the same as when reading the newspapers. I am reported here as saying:—

And, I might say right now it is due to Miss Saunders, who has done that work, and she has done much more than that, she has specified the rulings of the Department of Justice.

What I said was that Miss Saunders has summarized the rulings of the commission since 1920, and it is that summary of rulings which has been published as an appendix to several of the reports. This summary cannot be praised enough, because it is a summary of the whole procedure of the commission for a very long period of time. I urge the members to read that. It is much more important than the evidence they have heard, because it is a summary of the whole procedure of the commission since 1920. Besides that, Miss Saunders has not specified the rulings of the Department of Justice. I do not understand what the meaning of that word "specified" is; but she has classified the rulings of the Department of Justice in a big book that I have upstairs in my office. This is most important, and will prove to be most valuable when we take up the Act. That is what I have to say of Miss Saunders; if she had not done that work, we would not be in a position to know as much as we do.

Mr. Bland, please.

Mr. SPENCE: Mr. Chairman, before Mr. Bland takes the chair there is one matter I should like to mention. I was not on the committee when it started. I took Mr. Earl Lawson's place afterwards. I remember something happening about you making an investigation of some kind in connection with deputy ministers or assistant deputy ministers and the chiefs of branches, in connection with the number of relatives or friends that succeeded in getting in the civil service. I was wondering whether you had read that into the record or whether you were going to append it to the record, or whether the committee should not have that information, or whether it should not be on the record. Was it ever put on the record?

The CHAIRMAN: The information is available to all members. I have the file upstairs. I will let you have it, and you can go through it. The same applies to any member who would like to do so.

Mr. SPENCE: It is not going on the record, is it?

The CHAIRMAN: Well, not now. But you may have the file.

Mr. SPENCE: I am not questioning it at all. But we are making the record pretty thorough, and we might as well go into the whole thing. I thought we might have forgotten about it.

The CHAIRMAN: I will get that right away for you.

Mr. SPENCE: It just happened when I came on the committee.

Mr. FOURNIER: It was suggested at the time that perhaps, when we had all the information, the sub-committee would go over that file and report. I understand that was suggested.

Mr. SPENCE: That is all right. I am satisfied.

Mr. TOMLINSON: Mr. Chairman, I was just wondering if it would be possible for the sub-committee at the present time to commence studying this evidence and drafting a few clauses of the possible report to submit to the main committee. The time is likely to disappear very quickly, and a great deal of evidence has been covered so far. I was wondering if that might not be considered.

The CHAIRMAN: Just for your information, I am having an index of the appendix prepared; therefore, when the matter comes up you will have more facility in going through the appendix. It will be paginated. That is being done now.

Mr. TOMLINSON: I was wondering, Mr. Chairman, if that could not be considered; that the sub-committee might commence operations.

The CHAIRMAN: I have no objection to it. It is up to you gentlemen to decide that. I am in your hands completely. I am ready to sit twice a day, and even sit from nine till one and from three to six every day. I have no objection to that.

Mr. TOMLINSON: My idea is if we allow all this to be left to the end, then we are probably inclined to rush our report; whereas, now we could commence studying it in hours during which the main committee is not sitting.

The CHAIRMAN: Yes. But you know very well that the report will be more a matter of thought than a matter of study.

Mr. TOMLINSON: Well, study and thought are very much the same thing.

Mr. GREEN: Sometimes.

Mr. HARTIGAN: Thought does not necessarily follow study.

Mr. GLEN: I think there is merit in the suggestion made by Mr. Tomlinson.

The CHAIRMAN: It is up to you gentlemen to decide.

Mr. FOURNIER: I would suggest that we hear a few more witnesses, such as the chiefs of the different branches of the commission—the organization branch, the chief examiner and one or two more, probably, and very briefly examining them.

Mr. MULOCK: I quite agree with Mr. Fournier.

The CHAIRMAN: Yes. My humble opinion is that now we have Mr. Bland here we should hear him. In view of the fact that the other day while Mr. Potvin was giving evidence Mr. Bland said he had something to say, I would like to hear it now; afterwards, if you do not mind, we will take up the organization branch, which is the first branch on the list, and the main one. Then I should like to have some information about the qualifications of each investigator; then Mr. Nelson can give some information about the examination branch; then we will be through with that part of the evidence.

Mr. GLEN: Then perhaps we might go on to the report.

The CHAIRMAN: Yes. I am thinking of Mr. Stitt's answer to one question yesterday about the importance of the human element in those who are to apply the Act. There are two things to consider: the Act itself and the way it is interpreted, and the qualifications of the men who will interpret it. You know that very well. Therefore, Mr. Bland, will you please tell the committee what you had to say the other day?

Mr. GLEN: Before you leave that other part, Mr. Tomlinson made the suggestion that the sub-committee might meet to study the evidence and make the report now. Mr. Fournier has suggested that perhaps we should hear the chief of the organization branch and of the examination branch. And then immediately after that shall we begin?



The CHAIRMAN: As you wish.

Mr. GLEN: Perhaps it would be as well to do that. After Mr. Bland is through, we will have the organization branch and then the examination branch.

The CHAIRMAN: Yes; and before Mr. Bland leaves the chair I would like to ask him for some information about the chief of the organization branch according to the file that I have here. In order to simplify the work, I had some copies made of certain documents which I will hand to the reporters and to the press; and those who are interested in the matter will read it and those who are not interested will not read it. It will save a lot of time that would be taken up in reading them here in this committee.

Mr. TOMLINSON: Could the chairman of the commission now submit that report on the small positions? He had that report prepared.

The CHAIRMAN: I will tell you, I would like to hear first what Mr. Bland has to tell us personally; and then he will take up the matter that you have mentioned.

Mr. TOMLINSON: I thought if this were on record we could study it.

The CHAIRMAN: That is all right. It shall be according to your wish, gentlemen.

Mr. MULLOCK: I would like to ask Mr. Bland about a matter I advised him about some weeks ago, so he would have an opportunity of making inquiries into it and be in a position to give the information—

C. H. BLAND, Chairman of the Civil Service Commission, recalled:

The CHAIRMAN: The two other commissioners, Mr. Potvin and Mr. Stitt, have given their evidence and at the time Mr. Potvin was giving his Mr. Bland objected to something—

The WITNESS: Excuse me, Mr. Chairman, I did not desire to object; I simply asked for an opportunity to make some observations. That is all.

The CHAIRMAN: The word that I have used is of very little importance; what I mean is that he had some point—whether it is an objection or not—he wanted to speak about. I wish he would make his statement in that respect now before he proceeds to answer Mr. Tomlinson's questions.

Mr. DEACHMAN: I want to point out that when Mr. Bland left the stand last night he was about to answer a question which I had asked him. It would serve the continuity of the record better if he would answer that first.

Mr. MACINNIS: Before he goes on with that, there is a little matter I would like to call to your attention. It was in the reference you made to calling the chief of the organization and examination branches after you have finished with the commissioners, and you said, I think, that you were going to give something to the press. If I may put it this way, I do not think you should give anything out to the press until the committee has had an opportunity of seeing it, then if the committee are satisfied it will be all right for it to be given to them.

The CHAIRMAN: I have no objection to that.

Mr. MACINNIS: I think copies should be circulated to the committee so members will be able to know just what is being given out.

The CHAIRMAN: The only objection to that is that I have only six copies. My intention was to give one copy to the official reporters, and one to the press—that is the easiest way to have it done. The other day I had Sir Josiah Stamp's address mimeographed. Unfortunately, I cannot have all the material that we desire to use prepared in the same way. This statement which I intend handing to the press will be printed in the record and in that way copies of it will be circulated to all members.

Mr. MACINNIS: Will you give the committee the sense of what you have in the document? I think that is desirable.

The CHAIRMAN: Oh, yes, there is nothing hidden in that; and I perfectly agree with Mr. MacInnis that the committee should be informed—

Mr. MACINNIS: Yes?

The CHAIRMAN: I perfectly agree with that, but on the other hand I am in a difficulty as to the number of copies available. Some of the members have complained that there have been errors in the press, but they could not be wrong about information handed to them in this way. Now, I could give it to the press or leave it until this afternoon. I have no objection to that.

Mr. MACINNIS: I have no objection to the press getting it, but I think it should go to the committee first and then go out.

The CHAIRMAN: Yes. Mr. Bland could summarize the context of the statement and it would be left with the reporter. That will save a lot of work.

Now, Mr. Bland, will you please answer Mr. Deachman's question?

The WITNESS: Yes, Mr. Chairman. The point brought up by Mr. Deachman yesterday had to do with a temporary employee in the Department of Agriculture who was trained for certain advanced work while in an exempted position as labourer, and the department subsequently asked the commission if they could have that man in the advanced work. That is a typical case of the difficulty that we on occasion get into. Mr. Fournier has already mentioned it. It is a difficult case, and the difficulty arises out of the fact that it involves two kinds of employee in the same department; one where the employee is regarded as outside of the Act and exempt from the Act, and the other kind of employee is regarded as being inside the Act. If you had a wall up between the two types of employees—it is pretty difficult to have a passage between the two. I am just making that general observation before giving the definite facts Mr. Deachman wanted. This employee to whom reference was made was employed on the experimental farm at Ottawa for a number of years as a labourer. He had had some agricultural training, but the type of position on which he was employed did not come under the commission or the Act. As a labourer he received certain training in the work for which he was particularly engaged and subsequently at his own expense and in his own time he went to college to study baking methods—that was the specialty he wanted to follow—he had been trained, was qualified to a certain extent in baking and milling work. He then went to Europe in his own time and at his own expense to study it further. When he came back, the department, I suppose, naturally desired to avail themselves of his training and asked the commission to put him in a position, or hold a competition, for which he would be a preferred applicant, which the commission refused to do. As a matter of fact, that case is still before the commission, and the commission have taken no action because it realizes that that is one of the difficulties—the case exemplifies one of the problems which I tried to present to the committee. The difficulty arises out of the fact that part of the people in their employ are outside of the Act and part of the people are under the Act. If you are interested in what I think should be done, I think it is a business proposition. You must face the facts. You have employees there who have been trained on other points of agriculture but who are employed outside the Act. Then, you have got to have staff to meet the needs of the department through increased agricultural activities. To meet that situation the department must increase its staff with effective men. I think the correct way to deal with a situation of that kind is that we must meet the department, adjust the problem with them, having in mind the staff exempt, and at the same time the department's need for men already trained in certain kinds of work. We must make some kind of an

[Mr. C. H. Bland.]

arrangement with them which is open and above board whereby we will ensure the retention of people essential for the work which is needing to be done; but, at the same time we must see that these scientific types of employees are recruited openly through public competition and examination in the same way as other scientific positions in the service. We have had certain conversations with the department and they are agreeable to the recruiting of this type of employee in future by open competition; which, I think, will solve the problem for the future. In so far as the present is concerned, it seems to me that we must meet the facts as they are and endeavour to give the departments service, at the same time being fair to these employees who have been on the staff for years, and to the public which should have a fair deal with respect to getting positions in the service.

*By Mr. Deachman:*

Q. There is a question there I would like to ask you in that particular case: are these men employed as ordinary farm labourers?—A. Oh yes, they are employed so they will get experience in a particular line in which they are interested. In this case this man was employed to get experience in baking and in milling. In this particular case this man I think was employed as an agricultural labourer and used on agricultural research work.

Q. I think this is a particular case in which one of the difficulties was that the department wanted to have a man trained in their own experiments. I think the man concerned in this case was qualified under Professor Harcourt, and the man who succeeded him in baking tests. I know something about the nature of the work there, because I graduated from the agricultural college too. Then, at his own expense, this man investigated the situation over in Europe. In Europe they are faced with a different problem. What they are trying to do there in regard to their baking tests is to overcome the fact that high protein wheat such as we produce in Canada is necessary for the making of good bread, and apparently they want to develop a method of baking which will get the best results out of soft wheat. Now, there is something with which we ought to be thoroughly familiar. If a particular case, or advertisement, called for precisely the type of man they wanted—someone with German, French or Danish experience in baking—and if the department drafted their advertising to make it in accordance with precisely what they needed, it would be exactly as stated here. The man with European experience would meet these conditions, and the commission must take into consideration the actual need. While it might be felt that it was framed to get a man who might possibly fill this position, at the same time it might help to secure a better type of man for the purpose desired. Beyond question you could get good men with experience in baking and in experimental baking, any number of them on the continent of America including the United States and Canada, but if it were European experience you wanted he would have to have studied somewhere else to get that additional experience?—

A. May I say one word more regarding this matter of qualifications? I think the committee will see the great difficulty in advertising a position for open competition when that position is designed for one man already in the employ of the department. I think the answer to that situation is that we should bring these men in by open competition at the outset and then promote them. If that is done you will have no difficulty with the public.

Q. They should be in the civil service?—A. They are now in the outside section, outside of the Act, and that is what causes the difficulty.

Q. Don't you always find that as new conditions develop they change circumstances?—A. Oh, yes.

Q. And there is no reason why that should condemn the merit system, the commission or the department.—A. I think Mr. Fournier brought up an excellent point of this kind when he referred to the holding of competitions to fill a posi-



tion in which there is a temporary employee of the department at work. It is very difficult to satisfy the public that competitions in cases of that kind are all they should be. If we could do away with the placing of people temporarily in vacancies in departments I think that would operate to a great extent to the benefit of the service and to restore the confidence of the public in the merit system.

Q. I quite agree it is a very serious matter, and that something should be done about it.—A. Absolutely.

*By the Chairman:*

Q. What would the situation be if you had more permanent staff?—A. We would not have had the same amount of difficulty if we could have had more permanent positions. One of the recommendations I had to make to this committee had to do with that particular matter of special qualifications for jobs, and the placing of temporary employees in them. I do not think there is anything wrong in positions having special qualifications because in this day and age, which is essentially an age of specialization, you have got to have special qualifications—

*By Mr. Mulock:*

Q. While you are on that subject of special qualifications, we discussed with you a while ago the case of Dr. "H.", who I am advised is not naturalized, not a British subject, is of German origin, and is an employee in the meteorological office. I wanted to know whether he has very special qualifications; that is, if there is no one in this country suited to fill that position, no one British born or Canadian born?—A. I think there very shortly will be, Colonel Mulock. That gentleman—whose name you have not given and whose name I shall not give—was employed duly and simply in an educational capacity to train young Canadians who are learning meteorological work with particular reference to weather forecasting for the Trans-Canada airways. It is not contemplated that he should enter the service in any permanent capacity. As a matter of fact, the particular purpose for which he was employed was to train our own Canadians in the Swedish system of forecasting which is essentially better than what is used in Canada. In view of the fact that European countries are using a better system of forecasting, when the Trans-Canada airways were about to be established it became necessary to train a staff of weather forecasters. The meteorological office decided that a different system, the European system, was a better system than the one developed here and decided to train certain young men in that system. They reported to us from the Department of Transport that they could find no one in Canada and no Canadian who had been trained in, or who was capable of giving instruction in this type of weather forecasting. It was for that reason that they asked authority for the temporary employment of this gentleman who, it is quite true, is not a British subject nor has he the necessary resident qualifications in Canada—five years—to permit his appointment to the permanent staff. He is engaged in a purely temporary capacity to train these "trainees" in this European system.

Q. How long have his services been retained for?—A. For a period of six months. I am under the impression that his appointment is to terminate very shortly.

Q. He is not permanent?—A. Oh, no, and there is no intention of making him permanent.

THE CHAIRMAN: He knows the direction of the wind and can calculate its velocity.

[Mr. C. H. Bland.]

*By Mr. Deachman:*

Q. There is another question I would like to ask. It relates to that particular specialized position which was discussed before the committee once before, and one candidate was referred to as the one who should get the job. There seemed to be some difference of opinion about that on the part of the commission. Do you know anything about that?—A. I am only speaking from memory of the file and I may make some misstatement, but my recollection is that the personnel of the examining board consisted of Dr. Robert Newton, an outstanding biologist and at the head of an important section of the Research Council; and Dr. Laidlaw, an outstanding bacteriologist here in Ottawa; Dr. Harris, head of the bacteriological branch of the Department of National Health; assisted by two of our own examiners. I think it is better for us to have specialists to assist us on boards of this kind. I do not think that any one person could be expected to be a specialist on all points—

The CHAIRMAN: Just a moment, I have never been impressed by great names. I have no objection to believing that they are great men; but when they do work for the commission it reminds me of the story of the poor Irishman.

Mr. GLEN: The reporter won't take this down will he?

The CHAIRMAN: They may take it if they wish. It reminds me of a poor Irishman who went into a barber shop when he had no money, and the barber used his worst razor and was doing his job very quickly to get rid of him. There was a cat there which was making an awful noise, yelling loudly and creating quite a disturbance. The barber said to the Irishman, "I wonder what is the matter with the cat"? The Irishman replied, "I believe it is an Irish cat and she is getting a shave." Now, men of great name do not rely a lot on an examiner, who in this case was a clerk grade 4, for making their own judgment. That is why I am not impressed by great names. They are put forward there and the impression is given that Dr. Laidlaw, who is a very able surgeon besides, and Dr. Newton, who is a scientist, have taken the care to study each paper conscientiously and have drawn conclusions that Mr. so-and-so was the best man. I know that these men are very busy and they can spend their time much more pleasantly than going through files.

Mr. DEACHMAN: Really, Mr. Chairman, though, you will admit I suppose that men of that type would be more competent to pass judgment on the relative merits of candidates than men who were not in a similar line of work?

The CHAIRMAN: I agree with you, Mr. Deachman; I agree with you entirely. But I wonder if they take the trouble to scrutinize everything. That is the point, you see. I am not discussing their merit at all.

The WITNESS: Perhaps I might give evidence on that point. I have seen a great many of these boards and I must testify that these scientists and prominent men have been most generous in giving a great deal of time to the minute examination of applications and evidence submitted.

The CHAIRMAN: Yes, but you have not been on these boards.

The WITNESS: Of course not; but in my experience that is what they do.

The CHAIRMAN: You say that for a few cases where they have been at work. I am not criticizing them or saying anything against them; but I believe that in some cases with men who are on important work of the type these men are on that they have something more important to do and it is often pro forma; I am sure of that. That is my personal view. I have never been impressed by great men on leisure work.

The WITNESS: Mr. Chairman, I wonder if I would be infringing on propriety or not—what I really would like to say is that I would like very much if this committee could have the opportunity sometime of attending one of these advisory boards to see the care that is taken in going through these applications.

The CHAIRMAN: I know it would be a careful board that time.

Mr. GREEN: May we have Mr. Bland's statement, Mr. Chairman?

The CHAIRMAN: Oh yes. But, if we were to attend a board and really want to see how it worked we would have to peep through the keyhole—where we could see without being seen, and hear without being heard. That would be better for us than if we were there in person.

Will you please continue, Mr. Bland?

The WITNESS: Proceeding with this particular case: The gentleman who constituted the board we thought well qualified to pass on the qualifications of applicants for positions involving scientific work of the kind concerned in this instance, and on the evidence of experience submitted by candidates, in a very careful manner; and their opinion was that one of the candidates was much better qualified than the other. After examining their reports and after examining the applications I could see no reason to change or question or doubt their report and I thought they had selected the better qualified of the applicants. I still think so.

The CHAIRMAN: Have you something else you wanted to say?

The WITNESS: In connection with the session of two or three days ago in which I said I had some observations I wanted to make, I believe those points have been pretty well covered by Mr. Stitt subsequently.

There were two points that I wanted to bring to the attention of the committee that have been discussed on several occasions before. One is the point of promotions, and the other is the point of these temporary positions to which Mr. Fournier has frequently made reference.

I think there is a phase of the promotion situation to which perhaps this committee should give considerable attention, and that is the fact that in my opinion the supervision of promotions, by what might be called a regulatory body or an independent body, has two values. It has a value in the actual supervision and scrutiny of the means of selecting the best man, that is, in this case, the ratings or the examinations. But I think it has another important value too, and that is a preventive value. The fact that there is a body scrutinizing promotions, setting up a system of going over promotions, has at least a certain amount of value in preventing many things that would otherwise take place.

I simply suggest that in any system of selecting the best man to be promoted and advanced in the public service, the one factor to be considered should be the competency of the person selected and the efficiency of the service as a result thereof. I think we have not yet got to the stage where we can afford to dispense with what I might call a referee in promotions. After all, in any game you play, if there are two sides, you have got to have some rules and, I think in our day and generation, you have to have a referee. I think the Civil Service Commission performs a useful purpose in acting as referee in promotions. I can remember many cases where, in my opinion, injustices would have been done if the commission had not been there as referee. I know one of the questions that you will ask the employees' organizations when they come before you is what they think of the promotion system. The important point, gentlemen, to my mind is this: that I think we should grant that promotions are extremely important; that we must supervise them and devise the very best method we can for making them in the best way we can, and I think our effort, my effort, at any rate, is to make it better rather than worse. I also think that from this committee we have got a good many useful suggestions that we can incorporate in our promotion procedure so that we will get better results in future than in the past.

[Mr. C. H. Bland.]



*By Mr. Mulock:*

Q. Mr. Bland, on the question of re-classification and rearrangement of departments, for instance, in the larger centres where the volume of business, whether in the customs or in the post office, necessitates a change, I understand the system is that the officials of the department involved draw up a scheme which they in turn submit to the deputy, or under his orders prepare it, and that then it is sent to the minister in charge of the department, discussed with him and then that scheme is sent to the Civil Service Commission. In other words, that the minister and the officials of the department cannot make any change without the approval of the Civil Service Commission. Is that correct? —A. No, that is not quite correct, Colonel Mulock. The system you describe is frequently but not always followed. In some departments it is the custom for the officials in charge to draw up what they consider desirable changes in organization and to submit those changes to their deputy. He may concur in them or amend them. Then the deputy may submit them to the minister and then to the commission. But that is not always the case. In connection with many departments I can recall the commission has been asked by the deputy minister, sometimes by the minister, to come in and examine a certain branch of the work and give the department its suggestions as to any useful change that could be made in the procedure followed in the organization or classification of the employees.

*By Mr. Fournier:*

Q. When asked by the minister?—A. Not always by the minister. He may occasionally do it, or the deputy may do it himself.

Q. But you have cases where the minister asks you to re-classify positions? —A. Excuse me; where the minister has asked the commission to come to his department and look over the work of a certain branch and give him any suggestions they may have as to a better method of carrying out the work of that department, not the individual re-classification of certain persons. I do not want to give that impression at all.

The second point you raised, Colonel Mulock, was that the minister and the deputy had no power to make a change in organization except when the commission agreed. That is not exactly true.

*By Mr. Mulock:*

Q. Well, they cannot increase their staff?—A. Yes. There are two phases of that question; one is the organization, that is, the number and kind of employees; the other is the salary paid. As far as the salary paid is concerned, it is true that the recommendation of the commission must be obtained before the treasury board will pass it, unless, of course, it is done by legislation. But as regards organization, that is not true. The law requires that the commission must report upon changes in organization, but the treasury board holds in its hands, the council, the power to approve or disapprove of changes in organization.

Q. Supposing for the sake of argument that there is submitted to you a scheme of re-organization in one of the Toronto offices, what do you do then? Do you send somebody there?—A. We send one of our investigators.

Q. Who, for instance, would you send?—A. In a case like that?

Q. Yes. Take for instance the customs department.—A. In the case of the customs, Mr. Gilchrist, who is the assistant chief of the organization branch and has done most of the work in the Department of Customs. I think if you asked Mr. Scully or Mr. Sims they would confirm what I say. But he would normally go to Toronto quite possibly with a staff officer from the department here or possibly alone. He would examine the work of the different

employees in the Toronto customs house, he would consult with the collector and the heads of the branch and would then come back and report to the commission as to what he thought would be the best solution of the difficulties that were encountered.

Q. Mr. Gilchrist?—A. Yes.

Q. For the sake of argument, has Mr. Gilchrist ever had experience in the customs department?—A. No, Mr. Gilchrist has never been a member of the customs department. He is a mining engineer by profession who entered the service in 1919 immediately after the war.

Q. Yes, but— —A. May I just conclude?

Q. Yes.—A. For the subsequent 19 years, his work has largely been that of investigating and reporting upon the Department of Customs. In other words, he has learned through 19 years' experience the method and plans and details of the Department of Customs.

Q. Supposing there is a change in the organization of the post office, who would you send to Toronto to look into that?—A. The work of the post office, as you will readily acknowledge, is to a large extent financial. For that work we have a man who again has not been a member of the post office staff, but who has been with us, I suppose, for twelve or fifteen years now, and whose work has been mainly along those lines. That is Mr. Boutin.

The CHAIRMAN: If you will permit me, at pages 489 and following, there is a list of the investigators.

Mr. MULOCK: I wanted to know which ones, and if the people that were doing the investigating and deciding whether re-organization was necessary had had actual experience in the departments where they were advising the Civil Service Commission and also the minister and the deputy minister.

The CHAIRMAN: Yes, but if you do not mind, Colonel Mulock—I do not want to interrupt you—

Mr. MULOCK: That is all I wanted to know.

*By the Chairman:*

Q. That is up to you. I would like to ask Mr. Bland some questions about the organization branch, and also some questions about the file of the chief of the organization branch. Will you please look at page 489 of report number 15 and tell us why Mr. Putman, the chief of the organization branch, has not been mentioned in the list of the investigators?—A. Mr. Chairman, the reason is that for the last year, I should say, or about a year, Mr. Putman has been engaged on special work other than these departmental surveys. He has been engaged on salary studies largely at the request of the department and treasury board in connection with lower grade salaries as a whole, the administration salaries as a whole, the problem of salary distinctions, if necessary, between married and unmarried persons, and studies of that kind of a general nature rather than individualized departmental studies.

Q. And when he takes the case of unmarried persons he considers the women who are in the service under their married name?—A. He has not been taking the case of individuals at all. It has been the question as to whether or not lower grade salaries, particularly as regards married incumbents, were sufficient for their needs.

Q. In all departments?—A. In all departments, yes.

Q. Therefore, there are some departments to which one investigator is assigned?—A. Yes.

Q. And where Mr. Putman does his work independently of that?—A. That is so.

Q. But he should have been mentioned?—A. He should have been added as an assignment of duties, but Mr. Putman has not a department in the same sense as these others.

[Mr. C. H. Bland.]

Q. Just before we deal with the case of Mr. Putman, when will we get the revised chart of the comptroller of the treasury?—A. Perhaps Mr. Putman can answer that question better than I can. I will make enquiries on that, Mr. Chairman.

*By Mr. Mulock:*

Q. Mr. Bland, in what year were seasonal fruit and vegetable inspectors put under the Civil Service Commission?—A. I think they have been under the commission, Colonel Mulock, as far as my memory goes, since the passing of the amended Act in 1919.

Q. I spoke to you about a case which we will call the case of Mr. S., an appointment in the Stouffville district of a fruit and vegetable inspector?—A. Yes.

Q. I want you to look at this file. I think you have been through it?—A. Yes.

Q. First of all, this competition was open, I understand, for Stouffville and locality; is that correct?—A. Apparently the first intention was that it should be limited to Stouffville and locality, that is, the immediate locality. Subsequently the Department of Agriculture, through its fruit commissioner, asked that it be advertised through the county of York with headquarters at Stouffville, I presume for the reason that the incumbent of the position would work throughout the county.

Q. Under what form of advertisement? Did it not mention that there was to be preference given to the residents of Stouffville?—A. Here is the advertisement, which reads:

Applications are invited from residents of the county of York. Preference in appointment will be given to residents of Stouffville.

That is correct.

Q. That is correct?—A. Yes.

Q. Who was successful in this examination?—A. The first candidate on the list of successful competitors is Mr. . . do you want the name?

Q. Mr. S will do.—A. Mr. S., a returned soldier.

Q. There were other returned soldiers who applied?—A. Yes, that is correct.

Q. Will you read the qualifications of Mr. S.?—A. No, I am wrong; there were no other returned soldiers. He was the only one.

Q. Are you sure?—A. Well, there it is.

Q. All right. We will look on this file here with the particulars of these men.—A. Yes.

Q. What is this, "O. A. S. amputation of right leg." He is a returned man?—A. That is right.

Q. With a 75 per cent disability?—A. Yes.

Q. So he was a returned soldier?—A. Yes.

Q. Mr. Burlton?—A. Yes.

Q. Mr. Grove was also a returned man?—A. Yes; those were men that were disqualified.

Q. Then there was Mr. Harrison who was a returned soldier with his right arm amputated?—A. Yes.

Q. And Mr. Jakeman is a returned soldier with a thirty per cent disability.—A. Yes.

Q. So there were other returned men who tried the examination?—A. Five returned men in all.

Q. Will you read the qualifications of the man who was appointed fruit and vegetable inspector?—A. Returned soldier, 1916-1919. Public school 1900-1904. High school entrance 1918. Six months of high school work. January



to March, 1931, special master mechanic's course at Commercial Engineering School. Worked on father's farm 1914-1916. Farmed for himself 1919-1930. Employed as garage man 1931, but failed owing to depression. Worked as labourer June and July 1931. Rated 78 per cent. Recommended for appointment.

Q. Will you turn to a letter of July 9, from the fruit branch to the civil service?

*By Mr. MacInnis:*

Q. What year is that?—A. 1931.

*By Mr. Mulock:*

Q. It says in that letter:—

AGRI. 3221 with headquarters at Stouffville vice L. G. Harper. We are not asking for the re-appointment of Mr. Harper as his services were not satisfactory last season—see attached copy of letter of December 9, 1930 from district inspector Gable.

A. That is right.

Q. Who would receive that letter in the Civil Service Commission?—A. This letter from which you have just quoted is a copy of a letter from the then fruit commissioner to the then deputy minister of agriculture, and it was apparently sent to the Civil Service Commission by the deputy minister being marked "Copy for Civil Service Commission."

Q. Quite, but the letter referred to was not in this file.—A. It was not attached to this letter.

Q. And apparently was not forwarded at that time?—A. That is true.

Q. Is that correct?—A. I think so.

Q. So the Civil Service Commission did not have the reasons why Mr. Harper was not to be considered for re-appointment?—A. That is true, I think.

Q. Since then you have obtained a copy of this letter?—A. At your request, yes.

Q. One of the chief reasons for the appointment of this man, or one of the most important functions that he had to perform, was that he should have a thorough knowledge of turnips. Is that correct?

Mr. SPENCE: A thorough knowledge of what?

Mr. MULOCK: Turnips.

Mr. SPENCE: They grow turnips in your county?

Mr. MULOCK: Certainly, lots of them.

*By Mr. Mulock:*

Q. Is that correct?—A. One of the qualifications required was at least five years' experience in the growing, picking, packing and marketing of fruits and vegetables. I suppose in York county that would include turnips.

Q. Here is what we have from G. E. McIntosh. He was in charge of the fruit branch at that time?—A. He was in charge at that time.

Q. Will you read the last paragraph of his letter?—A. This is not the Stouffville one. This refers to a position in Midvale, Barrie.

Q. This is the only one that is of interest, then. Take the last paragraph of this one, the Stouffville appointment.—A. This is a letter from district inspector Gable to fruit commissioner McIntosh, dated December 9, 1930:—

As inspector Harper had been a turnip loader for a number of years previous to securing employment with the department, I am of the opinion, taking into consideration his previous experiences, together with the instruc-

[Mr. C. H. Bland.]

tions which have been given him from time to time, that he was either careless in making his inspections or that he did not seriously consider the grading regulations previous to the issuing of his certificates and, therefore, feel that the department is justified in having him removed from the service, and have taken the responsibility of notifying him that his services for this season as temporary fruit and vegetable inspector will terminate after Wednesday, December 10.

*By Mr. MacNeil:*

Q. Signed?—A. Signed by F. L. Gable, District Fruit Inspector.

*By Mr. Mulock:*

Q. What experience had Mr. Harper had?—A. I do not know.

Q. But surely the Civil Service Commission must know before they decide on a thing like this, from the fruit branch. They did not even have this report on file before they said Mr. Harper would not be allowed to try again. He apparently had considerable experience in turnip growing and loading them?—A. I would not question that.

Q. Will you tell me what his experience was?—A. May I try to answer one question before we get to the next?

Q. Yes.—A. We are not concerned, under the Civil Service Act, with dismissals. If a department dismisses a man and asks us to fill his position, it is our duty to fill the position.

Q. Does the same thing apply now?—A. Yes.

Q. If the fruit department decided that Mr. S. was not satisfactory, would they have the right to dismiss him?—A. Quite so.

Q. Thank you. I just want to know this; what experience did the man have in connection with turnips that was made such an important matter in the filling of the position?—A. I wish we could get fruit inspector Gable here who made the examination to give the evidence, because he knows more about it than I do. But I will give you what he said. This examination was conducted in Toronto by fruit inspector Gable himself, I think. Yes. And he reported on Mr. S as follows. He examined him orally and reported on him with reference to his experience, his general intelligence, physical fitness for the work and his personal qualifications for the work.

Q. Anything about turnips?—A. Not in this, except having checked over the candidates with regard to education and experience, he gave him 80 per cent on that; so that Mr. Gabel reported that this man was qualified for this temporary fruit and vegetable inspector work. He gave him 78 per cent out of a hundred. He said he was qualified to do the work and recommended his appointment.

Q. You saw his qualifications?—A. Yes.

Q. As indicated there?—A. Yes.

Q. Now, Mr. Bland, was there anything there regarding any special knowledge about the turnips and the loading of turnips?—A. Nothing in this statement; of course, we must remember this examination was conducted at Woodbridge or Stouffville, and the candidates were questioned by the fruit inspector on their experience and qualifications. I would not like to say that Mr. S. had no knowledge of turnips because Mr. Gabel knew a great deal more about it than I do.

*By the Chairman:*

Q. Did anyone bring in any exhibits of turnips?

*By Mr. Mulock:*

Q. In the advertisement it said that Stouffville and locality were to have a preference?—A. Yes.

Q. Will you tell me Mr. S.'s address, first of all?—A. His address is Box 131, Woodbridge.

Q. Will you look at his application form and tell me what his address is on that?—A. The same thing.

*By the Chairman:*

Q. You see, gentlemen, the commission has to be posted on every matter.—A. The same thing, Box 131, Woodbridge.

*By Mr. Mulock:*

Q. What is this?—A. That is his medical certificate.

Q. On this medical certificate what is his address?—A. His medical certificate address is given as Markham, rural route No. 2.

Q. Which is different. Markham is a good many miles distant from Woodbridge, Box 131.—A. Maybe so; I do not know that.

Q. Now, Mr. Bland, just to complete it, will you read the notice from Mr. Foran, to whom notices and application forms are to be sent?—A. This is the one which Mr. Stitt read yesterday.

Q. Yes, and put it altogether.—A. "Copy of poster sent: the members of parliament in the County of York; D. F. Rowe, Esquire, superintendent of employment, Department of Pensions and National Health, Ottawa, Ontario, the Secretary, Amputations' Association of Canada, 62 St. Albans Street, Toronto; Colonel F. J. Picking, 73 Metcalfe Street, St. Thomas, Ontario; J. C. Herwig, Esq., Canadian Legion, 125 Queen Street, Ottawa; the Commissioners, Mr. Bland, Mr. Baril, Mr. Daley, Mr. Gosselin, Mr. Thivierge, Mr. Brown, Mr. Jackson Miss Inglis and Miss McBride; A. B. Fennell, Esq., acting registrar, University of Toronto, Toronto, Ontario; D. L. Burgess, Esq., private secretary, Minister of Agriculture, Ottawa, Ontario.

Q. Only posters sent to them?—A. Yes. "Similar letter sent the postmasters, secretaries, Canadian Legion, superintendents, Employment Service of Canada, the acting district administrators, Department of Pensions and National Health in the County of York—" and this is the one I think you want, "Mr. Garrett Tyrell, secretary, Liberal-Conservative Association of Toronto."

*By Mr. Spence:*

Q. I wonder if Mulock did not stick that in himself?

Mr. MULOCK: Wait a minute. I would like him to finish the statement.

The WITNESS: "Mr. Garrett Tyrell, secretary, Liberal-Conservative Association of Toronto, 724 Federal Building, Toronto, Ontario, sent copies of advertisement and supply of application forms."

*By Mr. Mulock:*

Q. So that Mr. Garrett Tyrell was the only one to whom application forms were sent?—A. No.

Q. According to that form.—A. Mr. Garrett Tyrell was one of many.

Q. No; the others were just posters.

The CHAIRMAN: Single posters were sent to all these people.

Mr. GREEN: I hope you have remedied that situation.

The WITNESS: May I complete this? I remember quite distinctly, gentlemen—I hope you will pardon me saying this—being asked the same question in 1932. The objection then was that applications and notices had been sent to the secretary of the Liberal Association, and my answer then was the same as it is going to be now. We send notices and applications to any person in Canada who wants them and asks for them.

[Mr. C. H. Bland.]



*By Mr. Glen:*

Q. If I asked you for these notices to be sent to me would you send them?—

A. I would have pleasure.

*By Mr. Tomlinson:*

Q. Can you suggest any means of having members of political parties excluded?—A. I, at one time, thought in the deliberations of this committee that the committee itself was going to suggest that members of parliament should not receive notices.

Q. Also that they be properly advertised— —A. I am in entire agreement with that.

Q. —in the local newspapers?—A. I think that is entirely desirable.

Mr. SPENCE: Mr. Chairman, in connection with the file mentioned by Mr. Mulock, may I say that I at that time had something to do with turnips. A great many of the turnips shipped from that area were shipped to the United States, and they make jam out of them.

The WITNESS: Correct.

The CHAIRMAN: Just the same as they make strawberry jam out of carrots.

Mr. SPENCE: They were called rutabagas, and they take a great many of them over there. There were a lot of them condemned. The reason was that the man who was examining the turnips was not a competent man. You ought to have a man who is able to judge turnips. He ought to be able to know by looking at the turnips and by cutting them whether they are woody or not. I remember being in Gabel's office one day when he spoke of having a lot of trouble with several carloads of turnips from the Stouffville district which had been turned down in the United States.

The WITNESS: That is correct.

Mr. SPENCE: I happened to be in Gabel's office at that time and he said he was having trouble. He also said, "I do not like to have cars of turnips going into the United States and then turned down." The reason why they were turned down was that there was not a competent man examining them:

*By Mr. Tomlinson:*

Q. I was going to ask Mr. Bland whether he was prepared to file his report on the small positions and also on the temporaries?

*By the Chairman:*

Q. Have you got that, Mr. Bland?—A. Yes, I have.

Q. Will you please file it?

Mr. GREEN: Why not let Mr. Bland finish the statement he was going to make this morning?

The WITNESS: One sentence would enable me to finish it.

*By Mr. Mulock:*

Q. Would you be good enough to see if you can obtain from the Department of Agriculture a statement as to the special qualifications of Mr. S. in regard to the loading and growing and inspection of turnips?—A. I shall be glad to.

Q. At the time of his appointment.—A. I shall be glad to.

Q. Because when a man is employed in a garage for some years and then as a labourer it causes me to be interested in knowing where he got his special qualifications.—A. I shall be glad to.

*By the Chairman:*

Q. Will you please finish?—A. I have just one sentence to add to what I have already said. I simply wanted to make just one additional statement in

connection with the discussion we have had regarding positions that appear to be designed, advertisements that appear to be designed for some particular person. I do not think there is anything necessarily wrong with having special qualifications, because you have jobs that vary a great deal. One chemist may be one kind of a chemist and another chemist may be another kind and a third one different. I think it is reasonable that the qualifications should fit the job. I think where the difficulty comes in—and I think that you gentlemen will agree with me on this—is where unfair requirements, not necessarily special ones, are inserted, and our other difficulty is where there happens to be a temporary employee occupying that position when it is advertised. Now, these are two things that I think we should endeavour to rectify. I think the commission is bound to do its best to see that unfair qualifications of a special nature are not inserted, and I think the commission is doing a pretty fair job in keeping them out. The other thing is I believe we should endeavour to restrain to as great a degree as possible the certifying of temporary employees in jobs that are going to be filled by competition.

*By Mr. Fournier:*

Q. The next point would be to have examiners of those candidates who are supposed to pass on the special qualifications possess them themselves before they are put on the board.—A. I think that is alright, yes.

Q. You know in certain instances certain examiners sitting on the boards have not themselves the qualifications on which they are supposed to pass judgment?—A. I quite agree the examiners should know what they are examining.

Q. Yes. I understand the investigators of the organization branch are assigned to special departments?—A. That is correct.

Q. And that they are there yearly doing general work?—A. They do continuous work, yes.

Q. In the case of Agriculture, National Revenue and so forth?—A. That is the general purpose.

Q. That they stay in the departments for years and become part of the department machinery?—A. You are visualizing something that we have visualized; but we are correcting that by changing them around.

Q. I have heard that Mr. So-and-so has been in a department for fifteen years?—A. I think that is something that has to be considered, yes.

Q. So the ratings that he will give for promotions will generally—A. He does not give any ratings on promotions.

Q. No; he gives other ratings—A. No; he has nothing to do with promotion ratings at all.

*By the Chairman:*

Q. Be careful about that.—A. I am trying to be careful, getting these facts on file—

Q. The facts are on file?—A. Perhaps I am not clear on it. What is the question?

*By Mr. Fournier:*

Q. The question is, these men being so long in one department.—A. You are talking about the investigators now?

Q. The investigators.—A. Yes.

Q. He recommends reclassification of positions?—A. He recommends, yes.

Q. The demands come from the department?—A. That is correct, yes.

Q. These men have been so long in the department that they become identified with the personnel?—A. That is true, yes.

[Mr. C. H. Bland.]

Q. And every day they have daily relations with the heads of branches and the heads of the departments?—A. Yes.

Q. So this judgment will follow about the same line as the chief of the branch or the superintendent?—A. You would be surprised to see in how many cases the examiner's judgment does not follow the same lines. There are a great many cases where a department makes a request for something which the investigator who has been there for years investigates and reports upon and does not agree with the department.

Q. I believe that is true. Could you not devise some system by which these men could be taken out of the department for a while to see if other people will get promotions?—A. That is quite right, and we have done that too. These men have been changed around from department to department.

Q. Before you leave that I just want to put one further question.—A. Before you put the next question may I attempt to clarify what I mean, as it refers to what I want to make clear to the committee, and that is this. The investigators as such—that is not examiners—have no part in the ratings given for promotion. That was the point I desired to make clear.

*By the Chairman:*

Q. To a certain extent. But you have stated that Mr. Putman was looking over the qualifications. There is very little difference between classifications and promotions, you know, and a promotion comes after classification, most of the time.—A. I do not think I can agree with that. Promotion and classification, after all, may touch each other; but they are different things.

Q. They are different things so long as they do not touch each other.—A. Where they touch the danger may exist; where they do not touch the danger won't exist.

Q. This is slippery ground, be careful. This is thin ice, and I shall ask you just one question after Mr. Fournier is through. You know what I mean.—A. This is all slippery ice, Mr. Chairman.

Q. Therefore, save your skin and do not try to save anybody else's skin except your own.—A. No, Mr. Chairman.

Q. This is very friendly advice. It is very nice of the chairman of the commission to try to speak for the others, and I tell you so. I know that there has been something very wrong with the commission, and you will admit it yourself, if you have not already done so.—A. I appreciate your kindness in giving advice.

Q. It is not kindness; it is fairness, and I do not want you to try to screen everybody on the Civil Service Commission, because you are a likeable man.—A. Mr. Chairman, I am not trying to do that. I appreciate your fairness in saying what you have said; but I am not giving any evidence before this committee to save my skin or anybody's skin. I am trying to tell the facts as I know them.

Q. You will admit we have got more information than any other committee on civil service ever has?—A. You have got a mine of information.

Q. And I have been through it.—A. Yes.

*By Mr. Fournier:*

Q. Mr. Bland, I am not here to pay compliments to anybody at all; but the Civil Service Act says that appointments to the civil service shall be by competitive examination. The commission makes those appointments?—A. Yes.

Q. Now, I cannot understand why your examiners take any people from the departments to make new appointments, relying on their ratings rather than on the examiners ratings to make appointments.—A. Well, I should like to say a word on that, if I may, Mr. Fournier. I think we both agree that the object of an examination is to pick the best person you can who will do



the best work in the vacant position. We have followed this system of securing the help, where help was needed, to decide on technical and specialized positions, and we also ask the department to have its representative present, not to decide who shall get the job, but to get the department's point of view in the examination; in other words, to take one of the three parts in the examination.

Q. So that the appointment is made on the ratings or on the examination of the official of the department, and your examiner takes in that rating and makes the appointment not on his own rating but on the official's rating. When he does that he is not fulfilling his duty as he should.—A. I think that there are cases where the departmental official alone makes the rating, or where he has perhaps the greater voice in examinations—

Q. I would like to have an answer.—A. I will try to answer you.

Q. When your examiner makes the appointment on the rating of the official of the department, he is not fulfilling his duty?—A. Well, if you insist on an answer, Mr. Fournier, I do not think that happens in these examining boards.

Q. If I gave you a specific case where he admits himself that he has made the appointment on the rating of the official of the department, will you agree with me?—A. I do not think that is a good way of doing it. Of course, I will agree with you if you show me the case, yes.

Q. Here is the end of a report. I do not want to bring out names—I have shown it to you. "From the foregoing it will be apparent that the three candidates who received serious consideration were . . . As already indicated, I feel that no injustice was done to Mr. So-and-so, but as my final rating for Mr. So-and-So was affected by matters outside my personal knowledge, I cannot have the same conviction. . . ." He says, "I did not commit an injustice on Mr. So-and-so, but I had to agree with Mr. So-and-so appointing this man."—A. That is the case—

Q. Wait. Before you answer I should like to finish. He also says: "The fact that Mr. So-and-so would have been recommended for appointment had it not been that my rating was affected by the subsequent report made by Mr. So-and-so to the department."—A. That is the case—

Q. You know the case?—A. I know the case very well. I was going to suggest that the chief examiner is here, Mr. Nelson—

Q. He is going to come here?—A. And he can give you the circumstances much better than I can.

Q. We should like to have the other man here to.—A. Maybe you should have him too.

*By Mr. Mulock:*

Q. Mr. Bland, just one thing and I am through. In regard to the case to which I was referring, will you go back to 1931? May I suggest that you refresh your memory on the point as to whether or not the fruit and vegetable inspectors were under the civil service at that time that the appointment was made?—A. I shall be glad to.

Q. Because I think you might find that these men were appointed in the first place without regard to the civil service.—A. That may be so.

Q. In some cases changes were made, and when the new men were appointed they were appointed under the civil service.—A. I will make sure of that, check it and let you know.

Mr. O'NEILL: I think they were under the civil service, if my memory serves me right, because I remember one examination in 1930.

[Mr. C. H. Bland.]

*By Mr. Tomlinson:*

Q. Mr. Bland has indicated that he has the reports and I should like to have them now.—A. I have them, yes. Take the small positions first.

Q. Yes.—A. I was asked to secure and file with the committee information regarding the appointments to lower grade positions such as caretakers, cleaners, helpers, elevator operators, etc. I have prepared a table indicating the number of examinations for the six different classes held in 1937, and the distribution of applicants for them. The table also shows the number of appointments made in the different classes and the distribution of the appointments as regards disabled returned soldiers, other returned soldiers and civilians. If you would like me to put the actual figures into the report I shall be glad to do so now, Mr. Tomlinson.

Q. Not as long as they go in the report. I want to study them very carefully.—A. I shall give the details in 1937. 51 examinations were held for caretakers, 7 for cleaners and helpers, 1 for elevator operators and 23 for lightkeepers. For the caretakers examinations—

*By Mr. Glen:*

Q. For the whole of the dominion?—A. For the whole of the dominion for 1937.

*By the Chairman:*

Q. How many?—A. 51 examinations for caretakers, sir. In these 51 examinations there were 943 applicants of whom 621 were returned soldiers and 322 civilians. For cleaners and helpers, 7 examinations; there were 542 applicants, 402 of whom were returned soldiers. For the lightkeepers' examinations, 23; there were 112 applicants, 56 returned soldiers and 56 civilians. As regards appointments, during the year 1937, 250 persons were appointed as caretakers, of whom 37 were disabled returned soldiers and 138 other returned soldiers. 226 appointments were made as cleaners and helpers, of whom 153 were disabled returned soldiers and 65 other returned soldiers. You will note in both those cases that the percentage of returned soldiers is very high.

*By Mr. Tomlinson:*

Q. Yes.—A. As regards elevator operators, 102 were appointed, of whom 71 were disabled returned soldiers and 20 other returned soldiers. Again the percentage of returned soldiers is very high. Lightkeepers, 94 were appointed, of whom 5 were disabled returned soldiers and 28 were other returned soldiers and 61 were civilians. I shall file these tables giving in more complete form the details of each case.

Q. You have not the cost?—A. As regards cost, I endeavoured to get what figures I could. It is difficult to estimate the actual cost of examinations of this kind, because it involves—they are not written examinations, it is true, but they do involve a certain amount of travelling expense either on the part of the commission or on the part of the department or perhaps both. They also involve a certain amount of clerical work in connection with the posting of notices, receipt of applications, notifications to candidates, the making of records and the certification of candidates. I do not know that I could attempt to give you the approximate cost.

Q. From that, there is some cost?—A. There is considerable cost, yes.

*By Mr. Hartigan:*

Q. What, in the aggregate, is the amount of money paid by the candidates writing these examinations? Certainly it is only a small amount individually—\$2?—A. Yes.

Q. But what would it amount to for a dominion-wide contest, an open contest?—A. In the past three or four years, during the so-called depression period, those fees were removed. No fees have been charged in the depression period for examinations. On the basis of \$2 for these examinations, I suppose we would probably take in \$40,000 or \$50,000 a year.

Q. Yes. What becomes of that money?—A. It goes to the consolidated revenue fund direct.

Q. It goes to the consolidated revenue fund?—A. Yes.

Q. That, in the aggregate, is quite a large amount. Now then, in line with what has already been said regarding open competitions, where you know and the commission knows that the position is going to be filled from within the service, do you consider that is right to the people throughout the length and breadth of Canada?—A. No. If I thought a position was going to be filled from within the service, I do not think it should be advertised at all.

Q. I know; but in the past it has been done. You have had dominion-wide competitions for jobs that you know very well are going to be filled from within the service. Is not that a fact?—A. I can only speak for myself; but if I feel that position—that advertisement is bound to result in the selection of one person and one person only, and that person is in the service, I do not think it is fair that it should be advertised, and I would not be in favour of it.

Q. But it has been done, you know, in many cases. It has been done in the past.

*By Mr. Glen:*

Q. Mr. Bland, have you any power— —A. I beg your pardon?

Q. Have you any power not to advertise?—A. We can exempt positions from competition under the Act.

Mr. HARTIGAN: Certainly. Everybody knows that. That is superfluous. We know on the recommendation of a minister a position may be exempted from advertisement. It has been stated and restated a dozen times. That is not what I am after. If you have any interest, or any of the other members have any interest, in trying to cover up what is going on, all right; but that is not getting the facts.

Mr. MULOCK: Order.

Mr. HARTIGAN: But my argument is—and, as I say, I am much interested in it—or my line of argument is that if these positions are roped around by special qualifications in such a way that only a man who has scientific experience and all that sort of stuff may hope to obtain that position, it is almost tantamount to robbing those people of their examination fees throughout the dominion. As I say, while it is only a very small item, still I do not think it is justified; I do not think it is dignified on the part of the government of Canada.

The WITNESS: I will go further. I do not think it is fair.

Mr. HARTIGAN: No.

The WITNESS: If a position is marked definitely for one person, I am not in favour of advertising it.

Mr. HARTIGAN: That is quibbling, splitting straws.

The WITNESS: Put it your way, then.

Mr. HARTIGAN: No. What I say is that even though you know it is not marked definitely, still there are a great many of these cases, from all the evidence that has been produced here—

Mr. DEACHMAN: What evidence?

Mr. HARTIGAN: All the evidence.

Mr. DEACHMAN: Give us a case.

[Mr. C. H. Bland.]



Mr. HARTIGAN: All the evidence that has been put in.

Mr. DEACHMAN: Let us have one case.

Mr. HARTIGAN: Why, you have heard of lots of them.

Mr. DEACHMAN: No, not yet.

Mr. GLEN: Not a single case.

Mr. HARTIGAN: We have. There have been pages. If I took the trouble to look them up, I would find those cases.

Mr. DEACHMAN: Let us have the trouble, because it is worth it.

Mr. HARTIGAN: Yes, you are another who is trying to cover up.

Mr. DEACHMAN: I ask that that be withdrawn, Mr. Chairman.

The CHAIRMAN: Please, please.

Mr. HARTIGAN: There are cases, however.

The CHAIRMAN: You are out of order.

Mr. DEACHMAN: That is wholly unfair. I ask that it be withdrawn.

The CHAIRMAN: We are all brothers.

Mr. HARTIGAN: If he wants to make it a joke, all right.

Mr. DEACHMAN: I am not making it a joke.

The CHAIRMAN: Try to do your best.

Mr. GLEN: No, no. He has no right to make any insinuations against another member.

The CHAIRMAN: We are just brothers in a large family.

Mr. GLEN: I did not take exception to the insinuation made against me in the first instance, because I thought he was joking, more or less; but when a question is asked of a witness, and he is accused of quibbling, surely that is not fair to the witness.

The CHAIRMAN: No.

Mr. HARTIGAN: I am not unfair to the witness.

Mr. GLEN: Mr. Chairman—

Mr. HARTIGAN: He did not take umbrage at it. He does not take it in that way.

The CHAIRMAN: I do not want any members to throw stones.

Mr. GLEN: On a point of order, Mr. Chairman—

The CHAIRMAN: I do not want any member of this committee to throw stones at any other member. Each one of you is a gentleman, and you have to be nice to each other.

Mr. GLEN: Mr. Chairman, on a point of order, and I think this is a serious point of order—

The CHAIRMAN: Yes. Will you please sit down, Mr. Hartigan?

Mr. HARTIGAN: Let me have the floor.

Mr. GLEN: No. This is on a point of order.

The CHAIRMAN: Dr. Hartigan, will you please sit down?

Mr. GLEN: My point of order is this, that no member of this committee has a right to say in respect of an answer of a witness that he is quibbling; and that should be withdrawn.

The CHAIRMAN: Yes. The way to say it is that he wants a direct answer.

Mr. GLEN: He wants another answer.

The CHAIRMAN: He wants a direct answer.

Mr. DEACHMAN: Speaking on a point of order, I would like to suggest that there is another thing that should not be done. It should not be said,

"Why, this is quite clear evidence; everybody knows it." If there is a case which can be used to illustrate the point, let the case be stated. Let the case be stated and given as an illustration, and then let the witness answer it, to explain that case; but merely to assert that a general condition exists when no illustrations can be provided to prove it, is not evidence. It is just a mockery

The CHAIRMAN: I think that you are right on that, Mr. Deachman. The case must be brought forth first.

Mr. DEACHMAN: Yes.

The CHAIRMAN: And the conclusion drawn afterwards.

Mr. GREEN: On a point of order, Mr. Chairman—we were getting along just splendidly here to-day, and I do not think any of these folks meant anything that they said. I suggest that we forget all about it and start all over again.

The CHAIRMAN: Everybody is laughing, therefore the thing is forgotten.

Mr. GLEN: At the same time, we want some order and no insinuations.

Mr. HARTIGAN: Mr. Chairman, I may say that when I mentioned quibbling or splitting straws, the witness did not take umbrage at it because he realized very well that there was not any intention on my part to convey to him that I doubted what he was saying. I think you understand that, Mr. Bland.

The WITNESS: I know you did not mean that at all, Dr. Hartigan.

Mr. HARTIGAN: No. That was not the point. What I say is that when we come down to—

The CHAIRMAN: Brass tacks.

Mr. HARTIGAN:—brass tacks, saying that we do not know of cases, why, it has been charged on the floor of this committee room for days and days. That is where it came up.

Mr. DEACHMAN: But never proven.

Mr. HARTIGAN: Lots of things have not been proven. That is what the committee is here for, to investigate. The committee is not here to prove charges. We are here to investigate. We have to take the witness's word for it. If we are going to prove cases, why come here at all? Why not go to the government?

The CHAIRMAN: I will tell you, Dr. Hartigan, that on one side the witness has said that everything was good.

Mr. HARTIGAN: Sure.

The CHAIRMAN: And on the other side some members have said that everything was bad.

Mr. HARTIGAN: Yes.

The CHAIRMAN: I do not believe either. I do not believe everything was good, nor that everything was bad. Therefore, we must bring cases and facts, and decide upon them, whether they are good or bad. It had been my first inclination that we should take up cases instead of discussing this subject vaguely.

Mr. HARTIGAN: There you go. But you have a ruling that we would not.

The CHAIRMAN: I wanted to take one case, a concrete case, but it is impossible for me to take it this morning; I may take it this afternoon, if you wish. I thought that it was better to satisfy the members of the committee by giving them the opportunity to have their say when they wanted to say it. At times the discussion has not been exactly on regular lines, but each member gets the information that he wanted to have.

Mr. GLEN: Might I interrupt for a moment? I raised the point of order and when I did so I had in mind that there were people here who would say that  
[Mr. C. H. Bland.]

Dr. Hartigan should not have used the term he did when he suggested that someone was "quibbling." I want to make this clear. Dr. Hartigan has now stated that he did not intend that the word quibbling should be used to throw any suggestion of doubt or discredit on the witness. So long as the record is clear in that regard I am perfectly satisfied.

The CHAIRMAN: Mr. Glen is satisfied, and everybody is happy again.

Mr. HARTIGAN: I am not so much concerned about newspaper reporters as I am about the work of this committee, and I think we would all be better off if there was no reference to the sincerity of the witness at all. I explained that before. I think members of the committee will be better advised to be more concerned about the work of the committee instead of what the newspapers may have to say—

Mr. GLEN: Now he is accusing some of us of not paying sufficient attention to the work of the committee. May I say to you, Mr. Hartigan, that I have been at every meeting of this committee and you have not.

Mr. HARTIGAN: What is the implication of that?

The CHAIRMAN: The other day the press was all on me, and I complained about them. We must all forget things that have no importance and remember those that are of importance.

Mr. GLEN: All right, Mr. Chairman; let us get on.

*By Mr. Hartigan:*

Q. In cases in which an examination fee is taken from people do you not think it would be a proper thing on the part of the Civil Service Commission and on the part of this committee to make some provision so that these examination fees paid by girls and young men who have great hopes before they write the examination and later find their hopes have not been so well placed—don't you think that this matter of fees should be dispensed with?—A. They are being abolished with respect to certain types of positions.

Q. Who pays the man from the department who goes there on these examinations; who pays his travelling expenses; are they paid by the commission who appoints him or are they paid by the department?—A. The official of the department who takes part in the examinations is selected by the deputy minister of the department.

Q. By the deputy minister of the department?—A. Yes, sir.

*By the Chairman:*

Q. Mr. Bland, don't you think that there are some times when examinations are advertised generally that they should be confined to the department?—A. I think that is true.

Q. And that it is unfair that such positions should be advertised outside, because it gives false hopes to those who have no chance of getting these positions?—A. I do not know exactly to what particular case you have reference.

Q. I have reference to no particular case. What I am referring to particularly is the advertising of promotional examinations, and I am calling attention to the fact that it is embarrassing for candidates from outside of the service who have not a chance in the world to secure a promotion or a position which is to be filled by promotion.—A. That is true, sir; but what I was wondering about is that we do not issue any notices about promotional examinations to the general public.

*By Mr. Tomlinson:*

Q. I would just like to finish these reports you are submitting. You gave certain figures with regard to numbers of appointments and so forth. From the information you have presented can we ascertain the types of positions that might be earmarked for returned soldiers?—A. Yes, I think so.



Q. With respect to positions such as elevator operators you have civilians applying along with returned soldiers?—A. Yes.

Q. And that being the case it is a fact that they would not be able to obtain such a position?—A. That is true.

Q. Do you not think it would be well to earmark positions of that type as being reserved for returned soldiers?—A. Quite so. You will recall that one of my earlier recommendations to the committee was that certain positions of that type should be restricted wherever suitable to disabled returned soldiers.

MR. SPENCE: Why do you go back to disabled returned soldiers? There are returned soldiers who are not disabled that need work just as well as those that are disabled?—A. For this reason, that under the law as it now applies the disabled returned soldier has a specific preference. In the case of any appointments of this type it is almost certain that if a disabled returned soldier applies he will get the position. My point is why should we put civilians and other returned soldiers to the trouble and expectation of taking these examinations when it is almost certain that they are not going to get the position.

*By Mr. Green:*

Q. Of course, in the case of lighthouse-keepers that does not happen so often.—A. I did not suggest it for them.

*By Mr. Mulock:*

Q. It does not apply to fruit and vegetable inspectors?—A. No, it does not.

*By Mr. Tomlinson:*

Q. I would like to go a little further. You usually have a great deal of difficulty with these small unimportant positions where you have to delegate authority to a principal or the head of some school somewhere to hold these examinations. It would save the commission a great deal of trouble and the country a great deal of money and expense if these were not included under the Civil Service Act?—A. I agree with you, Mr. Tomlinson, that the condition is not very satisfactory where you have to depute the commission's examining authority to local educational institutions or even to local department officers. I think it would be far better if the commission had a travelling examining staff to do the work itself.

MR. FOURNIER: You don't want to let it go—

THE WITNESS: That is not the point, if you will permit me to put it that way. I am a civil servant and I am going to administer the Act any way parliament hands it to me, and in the way parliament intends it shall be administered. If you ask me about things, if you want my views on them, I intend to give you my opinion to the best of my ability.

*By Mr. MacNeil:*

Q. Wouldn't that give advantage to people appointed in that way when it came to promotions?—A. Take caretakers, for example, they are specialized labour and in some departments they are eligible for promotion to a higher class—

*By Mr. Tomlinson:*

Q. I am not speaking about positions in which there are promotions. I am speaking about the small positions in which the commission is not interested sufficiently—you are speaking more about the remote positions in small localities.

Q. Yes.—A. I see your point.

Q. In which the commission do not attempt to insert the merit system in any way, shape or manner, or send a man out to sit on that board?—A. I would like to say in connection with that that I have strongly recommended that we

[Mr. C. H. Bland.]

be given enough men to send out on jobs like that. I think that is what is the trouble now, we have neither the staff nor the funds to do it and have to depute it to other people.

Q. Do you think it is a benefit to the country now?—A. I think that is a point for you gentlemen to decide. My own opinion is that the more positions you fill on the basis of merit the better for the public service.

Some Hon. MEMBERS: Hear, hear.

Mr. TOMLINSON: Yes.

The WITNESS: That is a general statement, that is all.

*By Mr. Tomlinson:*

Q. I want to be honest with you, and not quibbling?—A. I want to be.

Q. You are already appointing on the reports of people outside of your commission all caretakers up to \$600 a year?—A. That is true.

Q. The Act says \$200 doesn't it?—A. Yes.

Q. Well now, why are you doing that?—A. Because we haven't enough funds to do it ourselves. That is why we have to delegate it to the educational institutions to make the choice. As I see it, that is not a satisfactory situation, and we only do it because we have not the funds with which to do it properly ourselves.

*By Mr. Glen:*

Q. Mr. Bland, can you give us the total number of cases that you mention on that list?—A. Yes—you mean, the number of examinations?

Q. The total examinations on the list?—A. The total examinations in 1937 outside of the lower grade classes, was 83.

Q. Is that a fair average over the years?—A. I think it was higher than it had been in previous years because last year there were a great many appointments made.

*By Mr. Green:*

Q. How many examinations did you say there had been?—A. I said there had been 83 examinations. The total number of appointments was 684.

*By Mr. Glen:*

Q. And how many examining boards?—A. That is a pretty hard question to answer, I would say there would be around 100.

*By Mr. Glen:*

Q. If I were to take into the picture as well the question of post offices, would you be prepared to answer now, or have you a submission?—A. You mean post offices that are not now under the Act?

Q. Yes. Have you a submission for that?—A. I can only give you the same answer I gave to Mr. Tomlinson or anyone else, that my experience leads me to believe, and the experience of parliamentary committees generally backs me up, that appointments made—I do not say how they are made, I do not think they have necessarily to be made by a commission—appointments made solely on the basis of personal qualifications are better for the service than appointments made otherwise. That applies to post offices or anything else.

*By Mr. Mulock:*

Q. What do you mean by "otherwise"?—A. "Otherwise" is a very wide term.

*By Mr. Glen:*

Q. Is it a feasible proposition, from your experience, that these positions that Mr. Tomlinson has been speaking about, and also that I have been speaking about, namely, the post offices, could be brought under the Civil Service Commission, at a small cost to the country?—A. Anything could be brought under if we are given the funds to do it.

Q. In connection with a question I addressed to each of the other commissioners with regard to the cost, have you any figure in mind that might be necessary for your commission to have in order to bring them under your control?—A. I should say that to handle these outside positions, and I admit that we have not sufficient supervision to handle them properly, I think we should have two field examiners. And in addition to the salaries of the field examiners themselves, they would have to have travelling expenses. I am speaking now from the experience of the United States Civil Service Commission. That is the way they handle these things. They have field men. Two men would cost at least \$2,500 apiece for that type of work, perhaps \$3,000. That would be \$6,000 a year. Then your field expenses, travelling, and so on, I should think would amount to at least \$2,000 apiece. That is \$4,000. You would probably have some other expenses too. That would be \$10,000 for the two. If you want to go further and bring other positions in, you would have to add to that.

*By Mr. Tomlinson:*

Q. In connection with expenses we must remember that though they are on the Civil Service Commission you have also representatives from the department whose expenses must be paid?—A. That is true. This is what it would cost in addition.

*By Mr. Glen:*

Q. That is \$10,000 in connection with those positions about which Mr. Tomlinson has been speaking?—A. Yes.

Q. Have you any idea what the approximate cost for all would be?—A. You mean all the postmasters, or what section of them?

Q. All of them?—A. Even under \$200?

Q. Yes. I would say all of the postmasters, Mr. Bland.—A. Well, it is pretty hard for me to tell you what that is going to cost.

Q. They all know where I am going; I am laying the foundation for a report.—A. I would think, Mr. Glen, to cover all the postmasters, you would need at least two or three more examiners in addition to these field examiners.

The CHAIRMAN: It would cost a million dollars.

The WITNESS: Oh, I would not say that.

*By Mr. Fournier:*

Q. For only two or three more?—A. I said it would take two or three more in addition to the field examiners.

Q. That would be five?—A. No, I do not say that. I am not going to make an admission on that.

*By the Chairman:*

Q. You have to be careful, Mr. Bland; it might cost a million dollars.—A. Well, we should both be careful, Mr. Chairman. I could not give you a figure on that without estimating it. I will have to figure out first how many post offices there are, what the turn-over is per year, and how many people we would need to do it.

[Mr. C. H. Bland.]



*By Mr. Glen:*

Q. I have suggested \$15,000, Mr. Fournier says I am getting it off my shoulders, that \$15,000; I am going to ask you, before we close and before we make our report, if you will give us an estimate of what you think it would cost to bring all the post offices in Canada under the Civil Service Commission and what extra money you would need in order that there may be established proper examinations for the appointments to the positions about which Mr. Tomlinson has been speaking.—A. I will be glad to get in touch with the post office department and try to get you as close an estimate as possible.

Mr. GLEN: All right, that is all I want.

*By Mr. Mulock:*

Q. Mr. Bland, when you are doing that, will you also figure out the number of extras to the staff in Ottawa that will be required to check these investigations and how many new civil service commissioners would be needed?

*By Mr. Glen:*

Q. Would you, if you can, classify them as post offices from \$200 and under. It was \$400 before. Make it \$400 and under, and under \$3,000.

Mr. GREEN: Two groups.

The WITNESS: I will do the best I can.

*By Mr. Boulanger:*

Q. Speaking of those rural post offices, they were taken from under the jurisdiction of the commission in 1932?—A. That is correct.

Q. Between 1930 and 1932 did you not have a lot of difficulty with these rural post offices?—A. We did, sir.

Q. I understand there was a lot of wire-pulling and difficulties with the post office department and the commission in filling vacancies in rural post offices which took place after elections?—A. For some reason or another there seems to be a great deal of trouble attached to positions of rural postmasters and caretakers' positions. There seems to be more difficulty attached to those two in the way of irritation after examinations than with any other class.

Mr. O'NEILL: Mr. Chairman, getting back to this fruit inspector's job that he was talking about this morning, where applications and forms had gone to the president of the Conservative Association, I have a letter—I am going to give you a letter—I have nothing to conceal about it, but it places me in a very bad position. I have a letter from one of my constituents which I received this morning advising me that there is to be a certain examination, and that a certain school teacher is now priming some people for the examination. Apparently, nobody else knows anything about it. So far as I am concerned, I am in the dark.

The WITNESS: We make a practice of sending a notice of every examination to the member interested.

Mr. O'NEILL: If one came to me it has gone over my head.

The WITNESS: If you will send particulars to me, Mr. O'Neill, I will see that you are put on the list.

Mr. O'NEILL: I received this letter saying that this certain school teacher is priming certain people for this examination.

The WITNESS: Let me have it, will you, Mr. O'Neill, and I will be glad to get that straightened out.

*By Mr. Mulock:*

Q. Mr. Bland, may I suggest that if what Mr. O'Neill says is true and it is found on investigation that a man who is conducting the examination, supposedly

in an impartial way, is in fact priming people, he should not be allowed to conduct any further examinations.—A. If that is the case, I would agree with you, Mr. Mulock.

*By Mr. Tomlinson:*

Q. The objection I have to certain small positions in which there is no promotion and no merit, according to what we mean by the merit system, is that you appoint a principal and that principal is placed in a very embarrassing position in that particular town.—A. I have to agree with you. That is not good business. I do not think that is a good way of doing it. That is why I would rather have our own people do it.

Q. You would rather?—A. Yes.

Mr. TOMLINSON: I am very much against increasing the cost of our governments to-day.

Mr. MULOCK: Hear, hear.

Mr. TOMLINSON: I am very much against it. I do not mind having to take a little extra responsibility myself in connections with positions where merit is really not required as we understand it under the merit system. That is why I am asking that we go over these small positions very carefully and select certain ones that the government or the minister could very well appoint himself. That is my opinion. It is not because of patronage, because I suppose I have a riding in which there is less difficulty with regard to patronage than in probably any other riding in the whole of the dominion.

Mr. DEACHMAN: Oh, no.

Mr. TOMLINSON: Yes, I say that, and I must sympathize with Mr. Glen and his \$181 post offices.

*By Mr. Green:*

Q. I would like to make sure just what Mr. Bland has said. I understood you to say that if these caretakers and cleaners were taken away from under the civil service commission, then those men would not be eligible for promotion of any kind?—A. That is true.

*By Mr. MacNeil:*

Q. Or statutory increases?—A. The Act would not apply to them.

*By Mr. Green:*

Q. Also that if that were done then there is no law which would make certain that the soldiers' preference as now established under the Civil Service Act would be enforced. Is that right?—A. As I understand it, if I summarize Mr. Tomlinson's suggestion correctly, it is that these positions would be taken from under the jurisdiction of the Civil Service Commission.

Mr. TOMLINSON: The returned soldiers' preference still retained according to the investigation now being held.

*By Mr. Green:*

Q. Is there any legislation that would make sure that the returned soldiers' preference would be retained?—A. I take it that what Mr. Tomlinson has in mind is that the same clause passed in 1932 might be passed for these positions?

Mr. TOMLINSON: Yes, the same thing.

Mr. HARTIGAN: All positions in the dominion government where the soldiers' preference is operative, irrespective of the civil service.

The WITNESS: Of course, Dr. Hartigan, the law itself actually only applies the soldiers' preference to positions under the Civil Service Commission.

[Mr. C. H. Bland.]

*By Mr. Green:*

Q. Then it would depend on an order in council, and the actual carrying out of that preference would depend on the member on the government side, if it happened to be in a riding in which there was a government member, or the defeated candidate for the government?—A. Well, it would certainly no longer be the duty of the Civil Service Commission to carry it out.

The CHAIRMAN: Mr. Bland and gentlemen, would it not be your pleasure to have Mr. Bland's memorandum published as an appendix to this report?

Mr. TOMLINSON: Yes, I would like that.

The CHAIRMAN: Therefore, will you please hand your report to the reporter, and it will be published as an appendix to this report.

(Report printed as Appendix No. I.)

Now, Mr. Tomlinson, I have wanted to tell you something for a long time, and I have now the opportunity to do so. There are two members in the House of Commons who deserve unanimous admiration for their perseverance. One of them is on this committee, Mr. Tomlinson, who looks after minor positions, and the other is Mr. Cameron R. McIntosh who is asking for a national flag; and I am ready to say that I trust that Mr. Tomlinson will succeed first.

*By Mr. Boulanger:*

Q. Mr. Bland, I notice that on the application forms the candidates must use, there is a warning, the exact words of which I do not remember, but the warning is to the effect that the commission does not recognize any school?—A. Any particular schools.

Q. For preparations for entry to the civil service?—A. Yes.

Q. Will you explain the reason for the use of that?—A. I am glad you brought that up, particularly in connection with what Mr. O'Neill said about civil service examinations. There have been numerous schools established throughout Canada with the intention of preparing candidates for examinations. In some cases the schools have claimed that they have preferential treatment in connection with the information regarding examinations, or that they have given preferential treatment to persons who take their courses and then succeed in passing examinations. We have tried to make it clear, both by articles in the press and by these notices on the application forms, and by notices on the examination posters that no particular school in Canada has any preferential treatment; that any person has the same right of information, and that no preference for admission is given to graduates of any particular school.

*By Mr. Tomlinson:*

Q. Mr. Bland, the difficulty right now is simply that of preparing advertisements for positions in the service. If you had a small notice in the paper in the locality it would help.—A. Mr. Tomlinson, I hope that you will succeed in getting the committee to recommend that we be provided with sufficient funds to advertise these positions in the newspapers as you suggest.

Mr. GREEN: If these small jobs are taken out of the civil service they would not be advertised at all.

Mr. MULOCK: You would save a lot of money that way.

Mr. GLEN: You heard the chairman's suggestion the other day with regard to newspapers?

The WITNESS: I think it is an excellent suggestion.

Mr. O'NEILL: Before we close I should like to have the minutes corrected. I think I used the wrong word. What I meant to say was that a certain school teacher was coaching certain people for an examination, and I think I used the word "priming". Now, it may be inferred by that that the teacher had a copy of the examination papers. I do not want to create that impression at all.

The WITNESS: I am sure of that.



*By Mr. Fournier:*

Q. They have copies of past examinations?—A. Yes.

Mr. SPENCE: We were discussing the returned soldiers problem. Now, I am very much interested in the returned soldiers, but I wish to ask Mr. Bland if at this time we should not give the same preference to the other returned men that is given to the disabled returned soldiers? I know of cases in Toronto where soldiers with almost total disability get jobs and other chaps cannot get jobs at all. I had a case the other day of a soldier who had total disability and is getting full disability pension. He is a single man and he is drawing as high as \$75 a month.

The CHAIRMAN: \$100.

Mr. SPENCE: Those who have a wife and children are getting more than that. There are other men who were privates in the ranks and who have no disability that is conspicuous and who are probably getting \$15 a month pension but cannot get a job at all. You have the amputation cases getting a preference and a pension which certainly they would not starve on, and we have other returned soldiers just as worthy who cannot get anything to do at all because of a disability which is not conspicuous. Why should not all returned soldiers be treated alike, because if a man has a disability he gets a pension for that disability and he is not going to starve.

As far as I am concerned I think the disability men are treated well; but I think the time has come when the Act should be changed so that the other fellow who cannot get a job under any circumstances would get better treatment. If the fellow who is totally disabled was not getting a full pension I would not suggest anything of that kind.

The CHAIRMAN: Mr. Spence, I have received statements from the Canadian Legion and some from the Amputations' Association and I am having copies stencilled and they will be supplied to every member of the committee to-day or to-morrow. I am also having charts prepared. They will be presented to you and you will have time to go through them before discussion takes place. After you have had an opportunity to go through them we shall discuss it. Then we will hear from the Legion and also Mr. Myers; but before we do that I shall ask you to read the copies of the statement that will be given to you. I know it is burdensome reading, but you will have to read it first.

I should like Mr. Bland to table the revised chart of the Comptroller of the Treasury, so that we shall have it before us. I have been asking for this chart for three weeks. We have other charts ready and I should like to have this one as well.

Now, Mr. Bland, before we close I have just one question to ask you, but before doing that we will decide about our future sittings. Shall we sit this afternoon at 4 o'clock?

Some Hon. MEMBERS: Yes.

The CHAIRMAN: Then we shall take up the organization branch.

Mr. GREEN: I wanted to ask Mr. Bland two or three more questions. I wonder if he can be on the stand this afternoon?

The CHAIRMAN: Yes.

Mr. SPENCE: I asked Mr. Bland a question, and, of course, you answered it; but I did not get all that you said. I am asking his views on my suggestion.

The CHAIRMAN: I should like you, Mr. Spence, to read the memoranda first.

Mr. SPENCE: I do not want to read it.

The CHAIRMAN: It is important to know the views of the Legion and of the amputated men before discussing this. We will have their views in concrete form.

[Mr. C. H. Bland.]

Mr. GREEN: This is a very special subject, and I think perhaps we had better deal with it at another time.

The CHAIRMAN: Yes; we cannot take it up now.

Mr. GREEN: Several gentlemen do not agree with Mr. Spence at all.

Mr. SPENCE: All right.

Mr. MULOCK: There will be a long discussion on that point.

The CHAIRMAN: We must clear the agenda before we come to that.

Mr. FOURNIER: I would suggest that if we hear Mr. Bland this afternoon he will be on the stand until 6 o'clock and we won't get a chance to take up any other points.

The CHAIRMAN: One important thing is the human element in the Civil Service Commission. I have here the file of the chief of the organization branch, and if it is your desire we shall take it up at 4 o'clock and we will then discuss the organization branch. When we start to take the organization branch we will do it, and after that we shall deal with other matters.

Mr. GLEN: Has Mr. Bland anything further? You have some submissions to make yourself, have you not?

Mr. MACNEIL: I thought Mr. Bland was going to make a summary of his recommendations.

The CHAIRMAN: Oh, yes, if Mr. Bland has it ready. You might have it ready to make.

The WITNESS: Yes.

The CHAIRMAN: Will you please release it?

Mr. GREEN: Would you have Mr. Bland at four o'clock?

The CHAIRMAN: Yes.

Mr. GLEN: I understood you to say you were going to have the organization branch.

The CHAIRMAN: Yes, the organization branch; and Mr. Bland will explain the file this afternoon at four o'clock. Now, gentlemen, before we leave, I want to ask Mr. Bland some very definite questions about Mr. Jackson. I want to know what Mr. Daley has been doing in Winnipeg; what cases have been studied by Mr. Daley; when Mr. Daley went to Winnipeg and when he came back; what was left over by Mr. Daley; and when Jackson left and if he is here in town now.

The WITNESS: I do not know. I would be glad to get that.

The CHAIRMAN: I want to know that because I have been told that Jackson has gone to Winnipeg for two reasons: The first, to attend the drama festival; and second, in order not to appear before this committee. I want to know when he left, and when he is coming back.

The WITNESS: Mr. Chairman, would you like me to answer that now?

Some hon. MEMBERS: Yes.

The CHAIRMAN: Yes.

The WITNESS: Mr. Jackson, as I understand it—I made inquiries this morning after the mention of the thing yesterday—made application to take a certain portion of his holiday leave at Winnipeg, on the understanding that he would pay his own way to Winnipeg and back. While he was there, the commission utilized him for the examinations, of which Mr. Stitt spoke yesterday, in the west. As to Mr. Daley's case, I will have to find out exactly what examinations he had.

The CHAIRMAN: It takes only three days to go to Calgary and three days to come back, six days altogether. I wonder when Mr. Jackson left.

The WITNESS: I think Mr. Jackson is back, as a matter of fact.

*By the Chairman:*

Q. He is back?—A. I think so.

Q. If he is back, that is all right.—A. I can assure you, Mr. Chairman, he did not go away to avoid the committee at all.

Q. Besides that, speaking about notices for positions, for vacancies, you know very well that in your absence Miss Saunders has forwarded to me a list, "A" to "M," of the different advertisements for positions. I would like to have the advertisements for each position from "F" to "M,"—the advertisements for each position from "F" to "M,"—not this afternoon but next week.—A. Yes, sir.

Q. To show what is the catcher in each advertisement.—A. I will get that.

Q. You know also that Mr. Jackson has drafted himself, without consulting the commission, some notices for vacancies?—A. Well, all advertisements that are drafted, Mr. Chairman, come before the commission.

Q. Well, we will take it up in due course.—A. Very well. I will have that for you.

The CHAIRMAN: Four o'clock, gentlemen.

The committee adjourned at 1.05 p.m. to meet again at 4 p.m.

#### AFTERNOON SITTING

The committee resumed at 4 o'clock.

The CHAIRMAN: Gentlemen, we have a quorum. We will proceed, if it is your wish. Mr. Bland, will you please take your seat?

C. H. BLAND, Chairman, Civil Service Commission, re-called.

*By the Chairman:*

Q. Mr. Bland, when will we have the treasury charts?—A. I communicated with them immediately after the meeting this morning and asked them to put on a special staff and finish them at once and let you have them. I think they will be ready at once.

Q. Thank you.—A. Before you begin, may I table the two statements that I was asked for by the committee this morning?

Q. Yes.—A. One is a summary of the suggestions I have made to the committee. I have provided a copy for each member.

The CHAIRMAN: It will be distributed by mail.

Mr. MACNEIL: Will it be included in the record as well?

The CHAIRMAN: It refers to the record and therefore you may use it for your own satisfaction, and you will get it by mail.

Mr. MACNEIL: There is nothing new contained in this, is there, may I ask?

The CHAIRMAN: No, nothing new. It just refers to past recommendations. The charts of the departments referred to this morning, and the briefs of the returned men and the amputated men are also in the mail. Those who want to have them can get them there.

The WITNESS: The second statement I was asked to table, Mr. Chairman, is one that has to do with the details of long term and temporary employees. You will recall that the committee asked me to give certain details with reference to this. I have also prepared a copy for each member.

The CHAIRMAN: Therefore this could be published as a second appendix. The members can read it and, if you wish, we will have it published as an appendix to a subsequent report. I want you to read it first, if you wish.

[Mr. C. H. Bland.]



Mr. GREEN: Before you begin a new subject, may I ask Mr. Bland two or three questions?

The CHAIRMAN: Go ahead, Mr. Green.

*By Mr. Green:*

Q. Dealing with these small jobs, can you say what proportion of those are in the cities and what proportion are in the country?—A. The cleaners, helpers, and elevator operators are almost entirely in the cities. The caretakers are distributed between the cities and the rural districts; and the lighthouse-keepers, of course, are all in the rural districts.

Q. Have you any idea what the proportion would be in the case of caretakers?—A. I think the larger number would be in the rural districts. It is true that in the cities there are a good many caretakers of armouries and of public buildings, but there is usually a public building in many of the smaller towns and cities, and those caretakers, of course, are all in the smaller districts, unsettled districts.

Q. If you remember, we had representatives from the railway mail clerks here early in our hearings?—A. Yes.

Q. And I understood you to say that arrangements were being made to grade the mail clerks into two or more grades?—A. That is correct.

Q. I asked the question in the House the other day of the acting Postmaster General, and he led us to believe that the Civil Service Commission was the one that was holding up action.—A. I noticed your question in the House, and I immediately asked for the file. The Post Office Department has made representations to us with reference to this subject of reclassification. We also have the representations of the railway mail clerks themselves. Our investigators are studying the question and are in conference with the Post Office Department. I think we will have a report ready for council very shortly.

Q. Will that be ready before we have to put in our report?—A. Well, that depends when your report goes in. We will try and hurry ours up, and get it ready within the next few days.

Q. If I might ask about the men on the staff here, the police on duty—apparently they are only temporary, although some of them have been here for many years?—A. That is true.

Q. Is anything being done to remedy that situation?—A. It is a different situation to that of the long term temporaries in the service proper. In the House, under the present legislation—and the same applies to the staff of the senate—the temporary employees, that is sessional employees, are taken on not under the jurisdiction of the Civil Service Act. The permanent employees come under its jurisdiction. There again you have the same problem I spoke about this morning in certain departments where you have one section of employees under the Act and the other section of the employees not under the Act. It is a situation which is not very easy of solution. I agree with you that there are many long term employees on the House of Commons staff who, in my opinion, should be given permanency.

Q. Have you put in any recommendation as to how that should be done?—A. No, I did not.

Q. Could you do that?

Mr. GLEN: Would you suggest that this committee should put that in?

Mr. GREEN: Well, we do not know enough about it to know just how it should be done.

The WITNESS: I will be glad to do what I can with it, Mr. Green. It is a problem that has been of considerable concern for some time. A good many—or not many, but some of the temporary employees are eventually absorbed into the permanent staff through examinations; but it is not altogether a satisfactory situation to have a large number of sessional employees who are entirely

outside of the Act and a number of permanent employees who are under the Act. There again you have the same trouble I spoke of in agriculture. I will try to make some helpful suggestions. I am not altogether certain that I can suggest to you how it can be solved.

Q. If you could try and see what you can do, I should be glad.—A. I will.

Q. Then another point, it is about these—

Mr. GLEN: Examinations.

Mr. GREEN: Perhaps we should have the opportunity to question him after he makes his suggestions.

The CHAIRMAN: As you like. I am in your hands all the time.

Mr. MacNEIL: May I ask that we also consider the problem of the stenographers who have had a long term of service.

The CHAIRMAN: Not only the stenographers. Take Miss Kearns in Hansard. She has been there for I do not know how many years—from time immemorial; I mean, before I came here. She makes the index of Hansard. There is another lady who is working in there with her, and they both deserve the utmost consideration.

*By Mr. Green:*

Q. These cases could all be covered, could they?—A. The type of case to which the chairman refers is one of those I had in mind. I think something should be done to render justice where justice is due.

The CHAIRMAN: Miss Kearns and her assistant.

Mr. GREEN: And also the police.

The WITNESS: Quite so.

*By Mr. Glen:*

Q. Would it mean that the employees of the House would have to come under the Civil Service Act?—A. Well, that is one way of doing it, but I am not certain that it is the only way it could be done. That might not be a solution that was possible. I think what we want to do is render justice to long service temporaries on the House of Commons staff who have been doing satisfactory work for many years, but who are still on a temporary basis. That is what we want to accomplish. I am inclined to think the way to do it is just as I suggested should be done in agriculture, that we should place the cases with the officers of the House of Commons and try to devise some plan whereby that type of employee could be covered in.

Q. Do these officers have to come in by examination?—A. For sessional work?

Q. Yes.—A. Not by the Civil Service Commission.

Q. They do for permanence?—A. For permanent positions, the civil service has jurisdiction and conducts examinations. For sessional positions the Civil Service Commission has no jurisdiction. The clerk of the House has.

Q. Do you make the recommendation that all of these officers should be brought to the attention of the civil service committee, and, where they are satisfied, to render them permanent, of themselves, without examination into the length of service—

Mr. FOURNIER: You do not want that to apply to the stenographers?

Mr. GLEN: No.

The WITNESS: I think a statement of that kind for submission to this committee and consideration by the committee would be helpful.

Mr. GREEN: Why is it that the Income Tax branch, the National Harbours Board and Research Council—

Mr. BOULANGER: The Radio Commission and the Tariff Board.

[Mr. C. H. Bland.]

*By Mr. Green:*

Q. —and other branches of the government service are not under the Civil Service Act?—A. I cannot answer that.

Q. What difficulty would there be in placing them under it?—A. The income tax is perhaps one of the older of these units you have mentioned; and when the income tax branch was brought into being, I think it was expected that the income tax would be something that would be with us but a short time. Consequently, the staff was regarded of somewhat a temporary nature, and it was placed in the exempted position on that account.

The CHAIRMAN: They showed no foresight in that regard.

Mr. SPENCE: Now it looks as if it will be a permanent thing.

The WITNESS: There is no sign of the income tax disappearing—at the present time, anyway.

*By Mr. Green:*

Q. Is not the result of that great unfairness to the employees of these branches, as well as making it more difficult for the Civil Service Commission to function?—A. I suggested in my evidence, if you will remember, that some attempt should be made to standardize conditions of employment and salaries in the exempt and non-exempt branches. I think that is applicable to the point you raised.

Q. Is there anything to prevent these branches being taken under the Civil Service Act?—A. Well, it is possible to take them under by legislation, certainly.

Mr. FOURNIER: Very few complaints come from those branches where they are not appointed by the commission; very few complaints.

*By Mr. Green:*

Q. Take the Harbours Board. Is there any reason why they could not be brought under the Civil Service Commission?—A. No; any of these units could be brought under the Civil Service Act.

Q. They are operating under a special Act?—A. They are.

Mr. FOURNIER: Is there anything wrong with the present system in the Income Tax branch?

Mr. GREEN: I do not know much about the Income Tax branch.

Mr. TOMLINSON: What is wrong with the Harbours board, can you tell me? What about them now?

Mr. GREEN: It is just hit or miss at the present time.

Mr. TOMLINSON: What do you mean, hit or miss?

Mr. GREEN: Men are fired and no reason given.

Mr. MACNEIL: With your permission, Mr. Chairman, I would like to ask Mr. Bland a question.

*By Mr. Fournier:*

Q. With regard to these employees in the Income Tax branch; where they make appointments of auditors and inspectors they have rating boards right in the department I am told?—A. So I understand.

Q. You know that?—A. Well, I have so understood.

*By Mr. MacNeil:*

Q. When Mr. Bland is giving us the information about the House of Commons staff would he also inform the committee as to the steps taken on the reclassification of employees of the House of Commons and the Senate. I have numerous complaints as to discrepencies in regard to classification and salary



rates paid.—A. I think something was said yesterday about the classification in the House of Commons staff. We have at the present time at the commission requests for consideration of a number of changes in classification on the staff of the House which we are checking up.

*By Mr. Tomlinson:*

Q. But you have not really made that reclassification yet, have you?—A. No.

The CHAIRMAN: It is being worked out.

The WITNESS: It is being worked out now.

Mr. MACNEIL: There are a number of faithful members of the House of Commons staff who are doing much heavier work than similar people on the staff of the Senate and they are receiving relatively less remuneration. I think if the matter of reclassification were looked into there would be greater justice done.

*By Mr. Tomlinson:*

Q. And there are a great many temporary-permanent employees on the House of Commons staff?—A. There are a great many so-called sessional employees.

*By Mr. MacNeil:*

Q. There is another question I would like to ask. Yesterday we discussed briefly, Mr. Bland, the question of reference to the Treasury Board as of recommendations as to classifications in the various branches of the service. Is it correct to assume that the final word with regard to recommendations made jointly by the department and the commission, rests with the Treasury Board?—A. Yes, I think that is a correct statement. The recommendation of the department, as I tried to explain this morning, is reported upon for the Treasury Board by the Civil Service Commission. The commission then make the report upon it and forward it to the minister of the department concerned. The minister of the department concerned forwards his report of the Treasury Board and then the Treasury Board has the final word as to whether or not it is approved.

Q. Are you prepared to place on record any instances where such recommendations have been rejected by the Treasury Board?—A. Yes, recommendations for additional positions or change in classifications have sometimes been refused. The Treasury Board after all is the holder of the purse strings. We have to make our recommendations as to what we think is justified and the Treasury Board decides whether or not the money shall be spent.

Q. Apart from the minister concerned, though, the Treasury Board have the power to veto any decision of the commission?—A. Of course, that is a question that could only be answered by the Treasury Board. I should certainly think the power of veto lies with the Treasury Board themselves.

*By Mr. Green:*

Q. How are the employees of the Income Tax branch engaged?—A. They are employed by the Commissioner of Income Tax with the approval of the Minister of National Revenue.

*By Mr. Fournier:*

Q. But I understand that officials in that department hold an examination for all applicants?—A. I have heard that, Mr. Fournier.

Q. Last year I had one instance where there were about twenty-one or twenty-two candidates and a board in that branch examined these people?—

A. I think they have an examination system for their audit and accounting positions somewhat similar to what we have ourselves.

Q. We may say this: those who examine these people have a full knowledge of the work required to be done in that branch, they are not men sent out to conduct an examination who do not know anything about the work to be done.

Mr. GREEN: Would it not save duplication to have the commission do that work?

The CHAIRMAN: I am insisting upon as soon as possible having these charts from the Comptroller of the Treasury Board. They extend their tentacles into every department and even into the Civil Service Commission. And I wonder if Mr. Bland has read the report of the board on National Economy of Westminster?

The WITNESS: No, sir.

The CHAIRMAN: It disapproved very strongly of any official of the treasury being on any other department; and this is a matter which concerns us as there is one man of the Treasury Board in the Civil Service Commission, and in fact you will notice also that on the chart of the Civil Service Commission there is no mention of the Treasury Board but on the chart of the Treasury Board there is mention of every branch of the government. We will take that up a little later, next week. In the meantime I want to have the chart, as I said, before all members of the committee. These charts are most important.

*By Mr. Green:*

Q. Is it the staff of the Income Tax branch which holds examinations for applicants for employment in that department?—A. I do not know what procedure is followed by the National Harbour Board, or by the Research Council. I presume they do it—or, by the harbour board.

Mr. BOULANGER: Or the radio commission?

The WITNESS: The radio commission—the radio corporation at present—that is hardly a civil service unit.

*By the Chairman:*

Q. Now, if you have no objection we will take up the organization branch. I will try to make it as short as possible. On the chart of the Civil Service Commission the organization branch is the first one and it is the branch that looks after new positions and classifications, is it not?—A. Yes.

Q. It looks after the classification of all civil servants, therefore it is the most important branch. At what time did you come back from the front?—

A. In May of 1919.

Q. Therefore you were acquainted with Mr. H. S. Dixon?—A. No sir, I never met him.

Q. You know of him?—A. Yes.

Q. He was the one who organized the organization branch, according to what you have heard?—A. I have heard his name in that connection.

Q. There are two files before you, "A" and "B." Will you please take up file "A"?—A. Yes, sir.

Q. And Mr. Dixon worked with Meyers, or Arthur Young and Company?—A. Yes, that is true.

Q. Will you please read Mr. Dixon's memo to Mr. Foran which bears no date. It is one of the first papers there, the first one I think. It is not necessary for you to read it all. Will you please tell the committee if in that memo Mr. Dixon suggests a salary of \$2,100 for his assistant?—A. Yes, that is true.

Q. Will you please read Mr. Putman's letter of October 10, 1918?—A. This is a letter from Mr. C. V. Putman, dated October 10, 1918:

GENTLEMEN,—I desire to make application for position of Efficiency Engineer as outlined in your advertisement of yesterday in the Toronto Globe.

The experience which I have had and work in which I have been engaged is as follows: 1904-1910 Bank of Ottawa, Ottawa and Winnipeg, 1910-1915 Ottawa Collegiate Institute, and Queens University, Kingston, from which I graduated as Bachelor of Science in Civil Engineering, 1915 to date Assistant Engineer Water Works Department, Ottawa, where for two years I have been in charge of outside construction work and costs of same. The summer of 1913 I was chief of Plane Table Party on the Ottawa and vicinity survey under D. H. Nelles, D.L.S.

For references which you may require I would refer you to the following:—

J. H. Neeves, Inspector, Bank of Ottawa, Ottawa;

G. H. Ross, Manager, Bank of Ottawa, Toronto;

Robert Stothers, Ottawa Collegiate, Ottawa;

Rev. P. W. Anderson, Mackay Manse, Ottawa.

Should you desire a personal interview I can be reached by telephone, Q-1250, Local 23 or C. 780.

Yours truly,

C. V. PUTMAN.

Q. That is enough. Will you please look at the memo from Mr. Foran on October 17, 1918?—A. Yes.

Q. Will you please tell the committee if it is stated in that memo that \$1,800 would be sufficient, and if services proved satisfactory the salary will be \$2,200 to \$2,800?—A. That is correct.

Q. It was approved by Mr. Roche and by Mr. Larochelle, commissioners?—A. Yes.

Q. On the 18th of October?—A. That is right.

Q. Will you please look at another memo from Mr. Dixon bearing no date but approved by Mr. Roche and Colonel Larochelle?—A. Yes.

Q. In that memo it is stated that "it is my opinion that he is probably (Meaning Mr. Putman) as promising a candidate as we will be able to secure at this time with the salary range which we are now able to offer"?—A. That is what it says.

Q. And he mentions a salary of \$1,500 per annum?—A. Yes.

Q. Therefore, at first Mr. Dixon suggested \$2,100; Mr. Foran took that down to \$1,800 with certain reservations; and finally it was agreed to by the commissioners that Mr. Putman's salary would be \$1,500—\$600 less than was mentioned on the 1st of October?—A. That seems to be so, yes.

Q. And would you please take up the certificate of temporary employment?—A. Yes.

Q. As assistant chief commissioner; assistant chief investigator. There is one dated November 13th, 1918—the first one, a pink sheet?—A. November 13, 1918, as clerk in the organization branch, \$1,500.

Q. For six months?—A. For six months.

Q. And this is the second one. Will you please look at the second one?—A. The 24th of July, 1919?

Q. Yes?—A. Yes.

Q. That was for six months also at a salary of \$225 per month?—A. Yes.

Q. Or an increase in salary of \$800 a year?—A. Yes.

Q. Now, there is a report or memorandum from Mr. Putman to Mr. Foran dated December 10, 1919, for another temporary extension for six months?—A. Yes.

[Mr. C. H. Bland.]



Q. And on December 29th, 1919, a temporary certificate was issued not for six months but only for three months, from January 1st, 1920, to March 31, 1920?—A. Yes.

Mr. FOURNIER: Mr. Chairman, has he passed examinations during that time?

The CHAIRMAN: No.

*By the Chairman:*

Q. Did he pass any examinations during that time?—A. I would just like to check that, Mr. Chairman, if I may. He passed I think two examinations. I haven't got the dates here.

The CHAIRMAN: We will come to that later.

Mr. FOURNIER: Excuse me.

*By the Chairman:*

Q. We will come to it? Will you please read Mr. Putman's memorandum of May 19, 1919? Before you do that, Mr. Putman had a temporary appointment as chief—assistant chief of the organization branch—March 31, 1920?—A. Yes.

Mr. TOMLINSON: How many years is that?

The CHAIRMAN: From November 15th, 1918 to March 31, 1920.

*By the Chairman:*

Q. Now, will you please take Mr. Foran's memorandum of May 17th, 1919?—A. Yes.

Q. Will you please read it?—A. This is a memorandum for the commissioners:

OTTAWA, May 17, 1919.

*Memorandum for the Commissioners:*

Mr. H. S. Dixon, who was acting as Chief of the Organization Branch, has resigned his position, effective 15th March, 1919. Since that date, Mr. C. V. Putman has been performing the duties of this office; and it is recommended that, in view of the long hours which he is required to work, and the exacting nature of the work itself, he be paid from the 1st April at the same rate of salary which Mr. Dixon was receiving, viz., \$225 per month, until such time as the classification is completed, when the position of Assistant in the Organization Branch, for which Mr. Putman intends to compete, will be advertised at \$2,100 per annum.

(Signed) W. FORAN.

Approved by the  
Commission—W.J.R. M.G.L.

Q. At that time Mr. Putman was instituted as chief and he was receiving a salary of \$225 a month, or \$2,700 per year, when the position of chief was advertised at \$2,100, or \$600 less?—A. That was the advertisement for the position of assistant chief, sir.

Q. No, according to that memo—will you please read that memo there?—A. The \$2,100 position is for assistant chief.

Q. For assistant chief?—A. This is for the chief.

Q. But he was receiving as a temporary \$600 more than the position was advertised at?—A. The position at \$2,400 which I referred to I think was that of assistant chief of the branch. I think the \$2,100 position to which Mr. Foran and the commissioners referred was that of acting chief of the branch and assistant chief.

Q. Oh? And he was receiving Mr. Dixon's salary, and the position was advertised for assistant chief at \$2,100. Now, will you please take the statement of Mr. Putman's experience dated August 13, 1919; ten months after the letter which has been tabled as exhibit "A"?—A. Yes.

Q. This is exhibit "B"?—A. Yes.

Q. And will you please read the two paragraphs which follow that November 1918 to date?—A. Yes. It says:—

In the six and a half years I was with the Bank of Ottawa I had a good training in general business procedure, modern office practice, and in meeting and dealing with the public.

During my employment with the City of Ottawa as Assistant Engineer, Water Works Department, I was in responsible charge of construction work which cost over \$600,000. I had charge of all surveys, design, construction and inspection of specially designed fittings in this work. At certain periods I had as many as 6 foremen with 300 men under my supervision. This work lasted over a period of about twenty months. I also had charge of all Pitometer Surveys, general office drafting, the office staff, estimates of cost of proposed construction and cost data.

Q. And the experiences above mentioned are about the same as named in his letter?—A. I haven't checked them. They seem to be about the same.

Q. Yes, they are. There is another paragraph concerning the experience of Mr. Putman in the commission. If you have no objection I will table a letter like that, and it is just about the previous experience he had. He was acquainted with Mr. Meyers of Arthur Young and company, according to Mr. Meyers' letter of August 1, 1918, wasn't he?—A. Yes, I should think so.

Q. Now, Mr. Bland, will you please read the qualifications required from the chief of the organization branch of the Civil Service Commission at a salary of \$2,800? You will see that it starts—it is dated July 16, 1918.—A. Chief, organization branch, Civil Service Commission, salary \$2,800 per annum; is that the one, Mr. Chairman.

Q. Yes.—A. Do you wish me to read the qualifications?

Q. Yes, please.—A. "A chief, organization branch, Civil Service Commission, at an initial salary of \$2,800 per annum. The duties of this officer are to be responsible, under the secretary, Civil Service Commission, for the conducting of investigations and surveys and the preparation of plans of organization for the various departments and subordinate units thereof in the Dominion government; to have charge of the making of investigations in connection with the efficiency of processes or operations or of individuals or groups of individuals within departments; to administer and keep up to date the classification of the civil service; to direct the staff of the organization branch; and to perform other related investigational and administrative work as required.

Candidates shall be not less than twenty-five and not more than forty years of age and must be of good address, tactful, able to meet the public and departmental officials and to judge people. They must possess education equivalent to graduation from a university of recognized standing in accounting, economics, engineering or science and at least five years of experience in accounting, engineering, shop or business management, or similar work, of which at least two years shall have been in an administrative capacity. Applicants must be familiar with civil service administration or the organization and methods of large business concerns. Experience in investigation or organization work is very desirable."

*By Mr. MacNeil:*

Q. What is the date of that?—A. There is no date on this notice.

[Mr. C. H. Bland.]

The CHAIRMAN: Yes, it is dated July 16, 1919.

The WITNESS: The one I have has no date on it, but probably it is the same one.

*By the Chairman:*

Q. Yes. Will you please take the other file now?—A. Yes.

Q. Will you look at Mr. Foran's memorandum dated February 20, 1920?—A. Yes.

Q. In that memorandum it is stated that Mr. Putman was the only candidate then possessing the minimum qualifications in both parts, and "in both parts" is written in ink?—A. Yes.

Q. For the position of chief, and that he should be named assistant chief?—A. Perhaps I had better read it, had I, Mr. Chairman?

Q. Yes, but before you read it, Mr. Bland, I want to bring to your attention the fact that at the time Mr. Putman was receiving \$2,700 as acting chief and the position of chief was advertised at \$2,800?—A. Yes.

Q. Will you please read that memorandum which has been approved by Mr. Laroche and Dr. Roche?—A. In the meantime it is recommended:—

(1) That Mr. C. V. Putman, who was the only candidate found to possess the minimum qualifications in both parts of the examination for the position of chief, be named assistant chief, organization branch, his salary for the balance of the fiscal year to be paid out of contingencies and a permanent certificate in his favour to be issued from the 1st April, 1920, if the necessary appropriation is then available.

That is signed, W. Foran, secretary, and approved by the three commissisoners, Dr. Roche, Mr. Laroche and Mr. Jamieson.

Mr. FOURNIER: Were there other candidates?

The CHAIRMAN: Yes, but they were rated as unsuccessful.

*By the Chairman:*

Q. Now will you please read exhibit D, Dr. Roche's letter to General Odlum of March 4, 1920?—A.

Replying to yours of the 19th ultimo, *re* Mr. Morris' standing as a result of the examination for the advertised position of chief of the organization branch, Civil Service Commission.

Mr. Morris did not succeed in taking the minimum number of marks to qualify for this position, and as a sufficient number of high class men did not apply from whom a selection could be made, it is the intention of the commission to re-advertise the position with a higher salary schedule, which has but recently been approved by the governor in council, as we are very anxious to get the very best available man for this important position.

Yours truly,

(Sgd.) W. J. ROCHE.

Mr. BOULANGER: By whom was the examination held?

The CHAIRMAN: The Civil Service Commission.

Mr. FOURNIER: Who in the Civil Service Commission? Who were the examiners?

The CHAIRMAN: You will learn more about it in a moment. I am trying to bring the facts before you.

*By the Chairman:*

Q. Mr. Bland, will you please read Mr. Roche's letter to Mr. Ryan, representative of the Civil Service Association, dated March 4, 1920, which we will mark as exhibit E?—A.



I beg to acknowledge yours of the 27th ult., making inquiry regarding the filling of the position of chief of the organization branch advertised some time ago.

As a result of the examination there was only one candidate who succeeded in taking over seventy per cent, which was the standard set for qualifying for this position. The gentleman was Mr. C. V. Putman who has been temporarily engaged on the organization staff.

It was felt, however, that the position should be re-advertised with a higher salary range in order to induce a larger number of high class men to apply, and a new salary range has recently been approved by the governor in council and it is the intention of the commission to re-advertise the position.

Mr. Putman was assigned, on the strength of his examination, to the position of assistant chief.

Yours truly,

(Sgd.) W. J. ROCHE.

Q. Now there is a letter from the Civil Service Commission to the candidates March 16, 1920. Will you please read the paragraph marked in pencil?—A.

The results of the examination for the position of chief, organization branch, Civil Service Commission, show that Mr. C. V. Putman, Ottawa, was the only candidate among eleven who obtained the required minimum rating of 60 per cent in each of the first two parts of the examination. Your rating is as follows:—

Q. Will you please state if there is an eligible list No. 1722 of March 27, 1920, for assistant chief of the organization branch with only one name on, Mr. Putman's?—A. That is true, yes.

Q. Now there is an advertisement of July 16, 1919, "Chief, organization branch, \$2,800"?—A. July 16, 1919? I think that is the one I quoted a few moments ago, Mr. Chairman.

Mr. FOURNIER: He read the qualifications.

*By the Chairman:*

Q. Yes, but there is one thing there I would like to have brought out. You may have read it, but I will ask you if the salary was \$2,800?—A. Yes.

Q. And one of the requirements was five years' experience in engineering?—A. And at least five years' experience in accounting, engineering, shop or business management or similar work, of which at least two years shall have been in an administrative capacity?

Q. If you will go on a little you will see a second advertisement bearing no date, in which the salary jumps from \$3,840 to \$4,200?—A. Yes; I presume that is the change in compensation referred to in Dr. Roche's letter.

Q. And the chief of the organization branch was supposed to be responsible to the secretary of the commission?—A. That is true, yes.

Q. And the qualifications are mentioned there?—A. Yes.

Q. And the part concerning the examination has been struck out in pencil?—A. Do you know the date of that?

Q. It has no date. That is the one to which I referred concerning the salary of \$3,840.

Mr. MACNEIL: Did you say the examination was struck out?

The CHAIRMAN: Yes. Come and see that, Mr. MacNeil.

Mr. FOURNIER: Did you say the examination was struck out?

The CHAIRMAN: Yes. You see there is a mark of a pencil here.

[Mr. C. H. Bland.]

*By the Chairman:*

Q. Will you please read the qualifications mentioned on a document bearing the date of the 11th June, 1920?—A. The appointee should possess the following special qualifications: Education equivalent to graduation in arts, science or engineering from a university of recognized standing. Experience or technical proficiency; at least five years of experience in constructive investigation work of which at least two years shall have been in an administrative or consulting capacity. Ability to plan and supervise large reorganization surveys; initiative, tact and good judgment; good address.

Q. By whom is that signed?—A. Signed by Mr. William Foran.

Q. And initialled by whom?—A. C.V.P. Mr. Putman.

Q. Therefore, Mr. Putman was drafting the qualifications for the job he wanted to have? Is that not true, Mr. Bland, apparently?—A. Well, he certainly signed the qualifications for the position of chief for which he was subsequently an applicant, yes.

Q. He drafted his own qualifications, and the salary was how much, \$320?—A. \$320 per month, yes, sir.

*By Mr. MacNeil:*

Q. Nothing from the commission on that, Mr. Bland?—A. No.

The CHAIRMAN: That is not countersigned by the commissioners.

*By Mr. Fournier:*

Q. Did I understand you to say that Mr. Putman prepared his own qualifications?—A. I could not say that, Mr. Fournier. I said that Mr. Putman signed or initialled this requisition.

Q. What is the use of putting your initials on that?—A. I do not know what they were there for, I am sure.

Q. Unless he prepared them?

The CHAIRMAN: It seems extraordinary, but if you will be kind enough to allow me to proceed, and I will not be long now, I will show you something which is just as interesting as a detective novel.

The WITNESS: If I might say one more word, Mr. Chairman, in answer to Mr. Fournier, I presume, Mr. Chairman, when you have concluded with my examination, Mr. Putman is here and I suggest he could answer why he put those on.

Mr. FOURNIER: He will have to answer a lot of questions.

*By Mr. Fournier:*

Q. Would that not be one of those temporary positions where a man fits himself right into the hole?—A. That is a question you can ask him, Mr. Fournier.

*By Mr. Hartigan:*

Q. Was that just an open competition or was it just within the department?—A. I think that was an open competition.

Mr. HARTIGAN: That would fill in as proof of the cases I was talking about this morning.

*By the Chairman:*

Q. Will you please turn to a memorandum of the 11th of June, 1920, and read a memorandum from your own hand?—A. June 11th? I think probably you mean June 9th, from my own hand. Is it the one reading, "Mr. Foran wishes this advertisement—?"

Q. Yes, signed by you.—A. Yes.

*By Mr. Tomlinson:*

Q. How was it advertised?

The CHAIRMAN: Just a moment. Do not be too curious.

*By the Chairman:*

Q. Here is a memorandum from Mr. Muddiman. He was the head English examiner?—A. That is true.

Q. And a man of good standing?—A. Yes.

Q. This will be exhibit F. Will you please read it for yourself and tell us if Mr. Muddiman suggests that an examination shall take place?

Mr. GREEN: Mr. Chairman, when these letters are apparently being handed out, should not they be read to the committee?

The CHAIRMAN: I have no objection to that. It is just to save time.

Mr. GREEN: We do not know what they are about.

The CHAIRMAN: I am perfectly willing, and I do not want to take much time.

The WITNESS: Would you like me to read it, Mr. Chairman?

*By the Chairman:*

Q. Will you please read Mr. Muddiman's report which is on the first page, and a few lines on the second page?—A. This is a report from the head English examiner, Mr. Muddiman, to the secretary, dated June 16, 1920.

*By Mr. Boulanger:*

Q. To whom was the report made?—A. To the secretary. It is dated June 16, 1920.

The CHAIRMAN: This is very short.

The WITNESS: I was going to read them both.

The CHAIRMAN: You may read them both.

The WITNESS: The first is a memorandum to the secretary as follows:—

Attached is the proposed advertisement for the above position, which is satisfactory to the organization branch and the examination branch. The covering memorandum explains the proposed method of examining. This is the memorandum:—

*Memorandum to the Secretary:*

CHIEF, ORGANIZATION BRANCH,  
CIVIL SERVICE COMMISSION.

Attached herewith is a copy of the proposed advertisement for the vacancy of chief of the organization branch. The advertisement in question is in accordance with the classification and I have spent considerable time trying to evolve an examination which might produce the best results. To begin with, I suggest that the candidates be requested to answer a questionnaire at home and that all those who do not obtain the minimum qualifications of 60% be eliminated and considered as unfit to continue in the competition.

It is the next step in the examination on which presents difficulties which, I think, can either be solved by asking the candidates to write a thesis on some investigational line or else take, as in the former instance, a written examination. The disadvantage of writing a thesis is an obvious one which has already laid the commission open to criticism in one instance. In regard to the holding of a written examination for an administrative position of this nature there are, of course obvious objections to a written test but I believe that a written test in an examination

[Mr. C. H. Bland.]



room is superior to a thesis written irresponsibly by candidates at home. Therefore, I suggest that the best method to utilize here in order to determine the relative fitness of the applicants would be an examination paper set with direct reference to the position in question. The third part of the examination will, of course, revolve itself round an oral interview. I would recommend that only those candidates be summoned for oral interview who have satisfied the examiners in both of the first two parts of the examination.

Another way of dealing with this position would be to set merely a paper on Education and Experience, to be written at home, and then hold an oral interview for those candidates who seem to have the most likely qualifications. Though it is a speedy manner of selecting eligibles, I think that the slower and longer process would perhaps obtain the more satisfactory results. A written examination demonstrates the candidates' adaptability although it might be perhaps said to favour any member of the Civil Service Commission's present staff who should choose to sit for this examination; but again, if a member of the Civil Service Commission's present staff were selected by the former means, I think possibly we might be subject to criticism for not holding a written examination.

The CHAIRMAN: Mr. Muddiman suggests the commission would be subject to criticism for not holding an examination.

The WITNESS:

It will be noted that in assigning the weights for the subjects of this examination I am allowing half for education and experience. This I consider is a fair proportion, as the qualifications required for this position are above the average and demand at least two years' experience in an administrative and consulting capacity. For the written test, 20 will seem a very nominal quantity but I think it is a sufficient basis on which to enable us to obtain a relative standard by which we can judge the adaptability of applicants. For the oral interview again 30 may seem high but when we consider that the appointee must be a man possessed of a pleasing personality and whose daily routine will bring him into contact with the leading officials of the government service this weight will, I think, seem not out of proportion. I propose that with outside help the examination branch set and control the questions. The papers, however, will be rated outside the commission but in Canada.

(Sgd) A.B.M.

*Head English Examiner.*

*By the Chairman:*

Q. That is Mr. Muddiman?—A. Yes, sir.

Q. Will you please turn over the page and there you will find a draft advertisement which is also initialled "C.V.P."?—A. Yes, that is correct.

Q. By Mr. Putman?—A. Yes.

Q. Therefore, Mr. Putman was initialling another advertisement for the job of chief of the organization branch which he wanted to have?—A. He certainly initialled this one, yes.

Q. Will you please read your memorandum to Mr. Muddiman of June 21, 1920?—A. "Memorandum to Mr. Muddiman:—

The secretary instructs that prior to advertising the position of chief of the organization branch, a circular letter be addressed to the various deputy ministers, asking for the names of any permanent officers in the service who are considered by their deputies to possess special qualifications or who have shown special aptitude for the duties of this position and who are regarded as available for transfer. Please show your circular to Mr. Foran before sending it."

Q. And approved by Mr. Foran?—A. There is no approval on the letter.

Q. No approval on the letter?—A. No.

Q. After that you had lengthy correspondence with all departments?—

A. Yes, that is true.

Q. Asking if they had suitable men in each department to fill such a job?—

A. Yes, that is the general intent of the letter.

Q. Along general lines?—A. Yes.

Q. Under whose instructions did you send these letters?—A. On the instructions of the secretary.

Q. On the instructions of Mr. Foran?—A. Yes.

Q. You did not receive any instructions from the commission. You were the assistant secretary at the time and took your instructions from the secretary?—A. That is right, from the secretary of the commission.

Q. Therefore the secretary took action on Mr. Muddiman's report without consulting the board?—A. Well, I cannot say yes or no to that, Mr. Chairman; I can only tell you what is on the file.

Q. We now come to Mr. James White.—A. Yes.

Q. You have his letter there?—A. I have.

Q. It was written to you on August 27, 1920. Will you please read his letter?—A.

I beg to acknowledge receipt of yours of July 17th and August 24th, *re* position of Chief of the Organization Branch of the Civil Service Commission. In reply, I have to say that while we have on our staff one official who has the requisite qualifications, he would not consider the matter, first, in view of the physical and mental strain, and second, in view of the inadequate pecuniary compensation.

Q. He found the salary was an inadequate pecuniary compensation?—A. In the opinion of his official, apparently; that is so, yes.

Q. Now, there is the report from Mr. Muddiman bearing no date but showing the names that have been suggested by the departments. It is exhibit "G"?—A. Yes.

Q. Will you kindly mention the names of the persons recommended and also the name of the department, without reading it in full?—A. The House of Commons, Mr. Troop; Patent and Copyright office, Mr. Thomas L. Richard; Department of Labour, Mr. Hereford; Governor General's secretary, Mr. F. L. C. Pereira; Archives, Mr. Kenny; Railways and Canals, Mr. Ross; Customs, Mr. Hunter; naval service, Mr. Philipps; Soldier Settlement Board, Mr. Dix; Advisory Council for Scientific and Industrial Research, Mr. Thomson.

Q. And Mr. Payne?—A. Further, Mr. Payne applies personally.

Q. Who is now in the Department of Trade and Commerce?—A. Well, not the same Mr. Payne, Mr. Chairman, his father.

Q. Now, will you please read Mr. Muddiman's report, exhibit "H"?—A. Yes.

Q. Dated September 18, 1920.—A.

In further reference to the circular letter sent round regarding the vacancy on the commission's staff for the appointment of a chief of the organization branch, I beg to inform you that replies have now been received from all the chiefs of the various departments with the exception of—J. de L. Tache, General Librarian; Rodolphe Boudreau, Clerk, Privy Council; A. E. Blount, Clerk, the Senate; E. R. Cameron, Registrar, Supreme Court.

Further the Department of Soldiers' Civil Re-establishment has forwarded the application of one, R. O. Wheatley, thus bringing the total names recommended by the various department heads up to eleven.

[Mr. C. H. Bland.]

In addition there is Mr. J. L. Payne's application. Can I have instructions so that I may proceed in this matter.

I would point out that the four departmental heads who have not yet replied, namely the General Librarian, the Clerk of the Privy Council, the Clerk of the Senate, and the Registrar of the Supreme Court, are perhaps not likely to reply until the House is again in session, or the Supreme Court opens; as their staffs are small and professional one can hardly expect a recommendation from these gentlemen. Considering this, therefore it may be in the interest of the commission to proceed with the appointment. I again ask to receive instructions.

Q. And in this matter Mr. Muddiman was asking Mr. Foran to proceed with the appointment of one of the men who had been suggested by the departments?—A. He was asking for instructions as to what he was to do.

Q. What he was going to do?—A. Yes.

Q. Now, we come to exhibit "I," Mr. Muddiman's memorandum to the secretary.—A. Yes.

Q. In the top corner in the left is written "For Board."—A. Yes.

Q. Will you please read that report?—A.

In the above connection I have received as yet no instructions as to how to proceed. As this matter has been delayed now a considerable time and I believe the want of some appointment in this connection is felt by the organization branch, I beg to offer respectfully a few ideas on the subject, which may, perhaps, put a new aspect on this case. It will be remembered that we held a competition in this regard and failed as a result of that competition to obtain a suitable applicant for the difficult task of the chief of the organization branch. We have recently circularized all the deputy ministers of the departments in this connection and have as a result of our circular letter had eleven names recommended to us by the various departmental heads. In addition, a Mr. Payne has made application on his own behalf.

In looking over the names suggested by the various departmental heads, it seems to me that only one of the gentlemen recommended has the minimum qualifications as laid down in our advertisement. Mr. H Hereford of the Department of Labour at any rate is an organizer in the country of approved worth but I am very doubtful whether he would accept this position at its present salary.

In looking over the advertisement and the qualifications demanded as drawn up by the organization branch I, myself, am rather doubtful as to whether a highbrow graduate makes the best organizer and I notice with some concern that a graduate in Arts is supposed to be as fitted for this job as a graduate in Science or Engineering. I cannot conceive that any graduate in Arts alone would have the required qualifications to fit him for such a position as an organizer, as a graduate in Arts is or should be a man who has studied along the lines of *litterae humaniores*. It really comes down to this, that I do not think by advertising or by circularizing prominent departmental officials or business men that a satisfactory chief of the organization branch can be obtained. Indeed, I doubt whether such a man exists with all the qualifications laid down in the classification specifications. I think it will be found best to cancel this competition and I would suggest instead of seeking for a chief of the organization branch that we seek rather for a chief of staff for the organization branch; that is a much smaller man and one much easier to obtain. The original advertisement for chief of the organization branch demands a man who can conduct reorganization work on a large scale himself. The new position which I suggest here, namely, chief of staff, is a man who does



not conduct the large reorganization work himself, but who arranges under your direction for the temporary employment of experts in the line in which a proposed reorganization is to be conducted. For example, if a reorganization of the Auditor General's branch is proposed, it will be the duty of this chief of staff, under direction, to obtain the temporary services of the leading experts in this line of work to conduct the reorganization in this department. He would have to sketch out to the experts how far their reorganization work would be conducted, how deep it was to go and how broad was to be its effects. He, himself, would have no part in the reorganization work, except as far as he would receive the reports of the experts and pass them on for the consideration of the Commissioners in an intelligible form. However, he would be in charge of maintaining the classification and also of supervising the young investigators already at work in the commission arranging for them to work under the experts and also of furnishing the experts with the clerical staff desired. In a word, he would be a man of no initiative in reorganization work but he would act as a chief of staff of a small organization branch which could be increased at need temporarily by calling in the leading experts of this country to attain the desired results. I may point out briefly that reorganizations conducted on these lines would be conducted by men of such well known reputation that the critical comeback, which would pursue the work of a permanent government official from the other permanent government officials he was reorganizing, would have no possibility of existing when men such as the experts performed the work, as the reorganized official would at once realise his own insignificance as compared with the experts, whereas, with a permanent chief of the organization branch paid a small salary he would be more likely to be unwilling to admit his relative insignificance. I, therefore, would suggest that we proceed at once to advertise for a chief of staff at a smaller salary than for the present chief of the organization branch. I would seriously recommend for your consideration the necessity of advertising publicly for this appointee, so that gentlemen with military training in staff work during the recent war will have an opportunity to enter the competition at the same time as any of the permanent officials of the various government departments do. It is an admitted fact that the commission's organization is founded on military lines. The training received by some of our staff officers in the recent war dealing with thousands of men, although a rough and ready training, would admirably fit them for the position in question and I cannot conceive that the appointment could be filled without an open competition.

*By Mr. Fournier:*

Q. What is the date of the memorandum?—A. September 29, 1920.

*By the Chairman:*

Q. Therefore Mr. Muddiman's view was that the man that was required should have been rather of a military type than of an engineering type?—A. Chief of staff instead of chief inspector.

Q. In the first place Mr. Foran decided that there should be a competition as soon as possible, and instead of that instructed you to write to the departments and find a man, and after the eleven names were submitted, no one was accepted and Mr. Muddiman suggested a competition?—A. Yes.

Q. Now, we shall take "J."

[Mr. C. H. Bland.]

*By Mr. Boulanger:*

Q. For a different position?—A. No, this is the same thing.

*By the Chairman:*

Q. Will you please read Mr. Muddiman's memo to yourself dated November 5, 1920?—A.

*Memorandum to Mr. Bland:—*

CHIEF OF THE ORGANIZATION BRANCH

I should be glad to know whether anything has been done in the above matter as I forwarded a memorandum to the secretary some months ago in this connection. I respectfully forward this request so that the Examination Branch cannot be accused of delaying the matter.

(Signed) A. B. M.

*Head English Examiner.*

*By Mr. Fournier:*

Q. December?—A. November.

*By the Chairman:*

Q. November 5. The other, gentlemen, is dated September 29 and until November 5 Mr. Muddiman had received no instructions from the secretary or anybody else. Now, on that very page appears a further notation. Will you please read what Mr. Foran has written there in his own hand?—A.

When this matter was brought to the attention of the Commissioners, it was decided not to re-advertise the position, the secretary recommended that the position should be filled by the promotion of the present acting chief, Mr. Putman, who had qualified for the position on open competition when it was first advertised, and whose services as acting chief for the past year were eminently satisfactory. It was finally decided to allow the matter to stand for the present.

Q. And therefore Mr. Putman passed only one examination, in which we had a minimum of marks in both parts?—A. I have not got the examination before me.

Q. I should like you to check these dates, but you have Mr. Foran's memorandum before you, which is to that effect.—A. He certainly states he passed an examination. That is the only one referred to, yes.

*By Mr. Fournier:*

Q. We do not know who held that examination when he was the only one.

The CHAIRMAN: We will take it up a little later, if you wish.

Mr. FOURNIER: I am sorry.

*By the Chairman:*

Q. Now, I have a voluminous document. I want to explain to you gentlemen that first when Mr. Putman went into the office he was unsophisticated and he did not write very long memoranda. Some time after he wrote a little longer, and here is a voluminous document dated without a date and without a signature; but it is on his file and I should like Mr. Bland to read the first part of it. While you are listening to that do not forget that Mr. Putman was born October 2, 1888. He mentions that he attended the Ottawa model school from 1894 to 1900, from the age of 6 to the age of 12. Will you please read that?

Mr. GREEN: Is this taken from the file?

The CHAIRMAN: From the file, yes; but there is no signature and no date on it. Of course, a man would be afraid to sign a document like that. I want you to listen to it.

The WITNESS: I take it, from the fact that it is paragraphed and numbered, Mr. Chairman, that it is a statement filed in connection with some other statement to which the numbers correspond. I do not know what it is but I shall read it anyway.

*By the Chairman:*

Q. Will you please read it?—A. Yes, sir.

Q. Do not forget 1888. It is most important.—A.

1. Chief, Organization Branch, Civil Service Commission.

I should say this was a questionnaire, probably, in connection with the position.

2. Clarence Victor Putman, 61 Putman Avenue, Ottawa.

3. 30—October 2nd, 1888.

4. No.

5. I. Ottawa Model School 1894-1900.

II. Creighton Street Public School, Ottawa, 1900-1902.

III. Ottawa Collegiate Institute 1902-1904. Completed one full year's work and two terms of the second year, leaving school in April, 1904 to enter the Bank of Ottawa. I was with the Bank of Ottawa until September, 1910, in Ottawa and Winnipeg.

IV. Ottawa Collegiate Institute 1910-1911. In September, 1910 I left the Bank of Ottawa to prepare for matriculation and entrance to Queens University, doing practically three years' work in one year. I obtained full matriculation standing with the exception of Latin which was not required for entrance to the engineering faculty of Queens University.

V. Queens University, Kingston, 1911-1915. Graduated from Queens University in 1915 with the degree of Bachelor of Science in civil engineering. The course in civil engineering at Queens University included the following subjects: higher mathematics; physics; chemistry; astronomy; mineralogy; geology; English; economics; surveying; mechanical, architectural and structural drafting; municipal, structural, mechanical, electrical, hydraulic and sanitary engineering.

6. (a) During the fall and winter of 1904-5 I took an accountancy in the Y.M.C.A., in preparation for the examinations for junior Chartered Accountants. This course covered single and double entry bookkeeping, general business law, and general office practice, and stock company law.

7. During the past year the character of the work performed required considerable research and study and it has been necessary to go very thoroughly into the following—

Q. Listen to the encyclopædia.—A. I wish you would read some of it.

Q. If you are tired I will read it but probably the members of the committee would rather listen to you.—A. I will go ahead, sir.

(a) New Jersey State Classification.

(b) Milwaukee City Classification.

(c) Milwaukee County Classification.

(d) New York State Classification.

(e) Cook County Classification.

(f) The Classification of the civil service of the Commonwealth of Australia.

(g) Efficiency.—Emerson.

(h) Twelve principles of efficiency.—Emerson.

(i) Factory Management.—Taylor.

[Mr. C. H. Bland.]



- (j) Several volumes of a series of works on organizations, business and scientific management published by La Salle Extension University and used by them in their course in organization and scientific management.
- (k) Many reports on industrial organization and management which have been obtained through my connection with the organization branch.

Clerk, I was dealing with the public at all times.

*By Mr. Boulanger:*

Q. What does that mean?—A. I presume Mr. Boulanger, that this is the character of the work that Mr. Putman had studied during the preceding years. He says, "During the past year the character of the work performed required considerable research and study and it has been necessary to go very thoroughly into the following . . . ."

Q. Classification of what?—A. Government services in other jurisdictions.

8. Canadian Engineer  
Engineering News Board  
Review of Reviews  
100 per cent (last six months only)  
Factory  
System

10.

Date	Employer	Superior	Position held	Salary
April, 1904	Bank of Ottawa, Ottawa	D. M. Finnie, Manager G. H. Ross, Accountant	Junior.. . . . Bookkeeper.. . . . Ledger keeper.. . . . Collection clerk .. Teller.. . . . . Discount clerk.. . . . Discount and col- lection clerk .. . . . Teller.. . . . .	200 6 months 18 " 3 " 18 " 18 " 800 3 1,000 1 10 "
October, 1909				
October, 1909	Bank of Ottawa, Winnipeg	D. A. Ptolemy, Accountant		
September, 1910				

During my employment with the Bank of Ottawa I had an opportunity of learning all phases of banking procedure and accounting. In the positions of Ledger Keeper, Collection Clerk, Teller, and Discount Clerk, I was dealing with the public at all times.

The CHAIRMAN: Now, gentlemen, we come to the back-stage. It goes back to the boy of 16 again, after having given the experience gained.

The WITNESS: This is a statement of the positions held under the heads of different employers.

Date	Employer	Superior	Position held	Salary
May, 1912 to August, 1912 August, 1912	Geological Survey, north of Sud- bury Patterson & Byrne, civil engineers, Ottawa	J. R. Marshall, Geologist J. H. Bryne	Assistant .. . . . Draftsman and instrument man.	\$60 month and board \$75 month
May, 1913 to October, 1913	Geodetic Survey, Ottawa, and vicinity Survey, 13 Mile Lake Water Scheme	D. H. Nelles, D.L.S.	Chief of Party Topography.. . . .	\$90 month and board
May, 1914 to August, 1914 May, 1915 to July, 1916 July, 1916 to November, 1918	City of Ottawa Water Works Dept. City of Ottawa Water Works Dept. City of Ottawa Water Works Dept. City of Ottawa Water Works Dept.	W. B. Garvock, Building Inspector R. L. Haycock, Water Works Engineer A. F. Macallum, Commissioner of Works W. B. MacDonald, Water Works Engineer	Inspector and Clerk of Works. Draftsman and General Engi- neering Assistant. Assistant Engineer Water Works Department.. . . .	\$3.25 or 3.50 per day \$85 month \$115 month

As assistant engineer, water works department, I had responsible charge of survey design, estimate, and construction of water installations of all kinds, the office staff, general office drafting, and performance and cost records, the design and inspection of special fittings, and all pitometer survey work. From the fall of 1916 up to early in 1918 I was in charge of the construction of a 36-inch crosstown water supply main which with subsidiary feeder mains cost in the neighbourhood of \$600,000. At certain periods on this work I had as many as six foremen with 300 men under my supervision.

Date	Employer	Superior	Position held	Salary
November, 1918 to March, 1918	Organization Branch, Civil Service Com- mission	H. S. Dixon, Chief, Organization Branch	Junior Investigator	
March, 1918	Organization Branch, Civil Service Com- mission	W. Foran, Secretary, Civil Service Commission	Acting as Chief of the Organi- zation Branch	\$2,700

During my first four months with the organization branch I was engaged in classifying duties cards, preparing departmental organization charts, writing class definitions, and generally carrying on work similar to that being performed by the members of the staff of Arthur Young and Co. After Mr. Dixon's resignation took effect in March I was for four months the only member of the Civil Service Commission attached to the organization branch with the exception of clerical help. During this latter period I classified one complete service and assisted with several others; I was given full charge of the preparation of the departmental organization charts; I have had to attend to matters of staff and general office procedure and routine. For the past two or three months I have been carrying on the general work of the organization branch; dealing with positions for which new classes have to be prepared; making preliminary investigations of positions and organizations for the information of the commission and generally carrying out and supervising work such as must be performed by the organization branch after the adoption of the classification.

11. (a) The first position I held in which I had any supervision was in the Bank of Ottawa where after the first two years I had at most times from two to four juniors working for me or under my direction.

The CHAIRMAN: Just a minute, Mr. Bland. The Bank of Ottawa—that was from April, 1904, to September, 1910. Therefore, the gentleman was sixteen years old when he got in and twenty-two years old when he left. Will you please read it now?

The WITNESS: Yes.

11 (a) The first position I held in which I had any supervision was in the Bank of Ottawa where after the first two years I had at most times from two to four juniors working for me or under my direction.

The CHAIRMAN: Yes, it was from the age of sixteen to the age of eighteen; he was very precocious.

Mr. FOURNIER: From eighteen to twenty-two—after his two first years.

The CHAIRMAN: The two first years, 1904; therefore from sixteen to eighteen. At that time he had someone under his supervision; and in 1913, he was twenty-five years old. Continue, please, Mr. Bland.

The WITNESS (continuing):—

(b) In 1913 on the Ottawa Thirty-One Mile Lake water survey I had a survey party of four and was for nearly five months in contact with my [Mr. C. H. Bland.]

chief by mail only. I was responsible for transportation, supplies, upkeep of instruments and equipment, and for the progress and character of the work.

(c) In 1914 on inspection work in construction for the Ottawa public school board it was my duty to see that materials and workmanship were up to specifications. I was authorized to hold up, have removed or replaced such construction or installations as were not to specification.

(d) During the construction of the 36-inch cross town water main for the city of Ottawa I was in responsible charge of from 50 to 300 men divided into two to six gangs on different sections of the work. I had to make inspections of the work and measure progress at least twice each day; keep materials coming to the job; keep special fittings and shop castings ahead; make inspections of special fittings and castings in the foundry; take charge of pipe tests before refilling; and generally supervise and direct all work in progress. One section of this work went under the Rideau Canal and across the G.T.R. and C.P.R. tracks south of the Laurier Avenue bridge. Here many difficulties were encountered because of having both bad blue clay and water to contend with. At the other end of the system came the coupling up with the pump house without shutting the city water supply off. This was finally managed by bypassing and being absolutely sure that everything was going to go together when once the main pipe was broken into, to make the connection.

(e) With the organization branch I was first in charge of the preparation of the departmental organization charts and latterly have had charge of the staff which has varied from seven to twenty clerical assistants.

12. During my last year with the organization branch I have had a number of organization problems to deal with such as advising on the setting up of new organizations, the criticism of existing organizations, and assisting in such work. I have been more or less in touch with the work being done by Arthur Young and Co. in the Department of Public Printing and Stationery and have a very good knowledge of the method which they have adopted in this work.

With the city of Ottawa I found it necessary to prepare a new system of pump and performance records and a mode of handling them in the office—”

The CHAIRMAN: It was a pump priming system.

The WITNESS: I need a little priming myself, Mr. Chairman.

Mr. FOURNIER: The balance is about the same as this, except for this sentence: During the preparation of the Canadian bonus for 1919 I was in touch with the work being carried by Arthur Young and Co.

The CHAIRMAN: Yes.

Mr. GREEN: Let him read the letter.

Mr. MULOCK: Does he have to read all that?

Mr. SPENCE: How many more pages are there?

The CHAIRMAN: Mr. Putman settled strikes also. He was not only engaged in pump priming but also in strikes.

Mr. SPENCE: I move we take it as read. What is the purpose of reading all this long letter?

Mr. FOURNIER: To show how he came in.

Mr. SPENCE: Nobody knows who wrote it. What is the purpose? You can give us the information without reading that stuff.

The CHAIRMAN: Yes.

Mr. SPENCE: Someone is trying to keep track of him.



The CHAIRMAN: Mr. Spence, to satisfy you, we will leave it at that and we will go into the records, if you prefer.

Mr. SPENCE: You have the information now; might you not just as well give it to us?

The CHAIRMAN: I will give it to you very shortly.

Mr. GREEN: Mr. Chairman, may I ask—

The CHAIRMAN: Mr. Green asked to have it read. It was not my intention to have it all read.

Mr. SPENCE: If Mr. Green wants it read, I have no objection at all. Go ahead.

Mr. GREEN: My point was this, that I did not think it was fair to hand out letters to the press and have them put into the record without our knowing what they were. That is why I asked that they be read.

The CHAIRMAN: Yes.

Mr. GREEN: As far as this is concerned, Mr. Putman is still in the civil service.

The WITNESS: Mr. Putman is right here. I hope before we are through Mr. Putman will be where I am, explaining what I cannot explain.

*By Mr. Green:*

Q. Has he a good record with the Civil Service Commission?—A. Surely.

*By the Chairman:*

Q. Well, Mr. Bland— —A. Do you want me to proceed with this?

Mr. GREEN: No.

The CHAIRMAN: No, we do not insist. It was just to please you, Mr. Green. I wanted to satisfy your mind. I wanted to be just as agreeable as possible with you. You wanted that to be read, and it was read. Mr. Spence objected to that and then I told the committee,—“Well, just as you will.”

Mr. SPENCE: Pay no attention to my objections.

The CHAIRMAN: Oh, I pay a lot of attention to what you say, Mr. Spence. You speak with wisdom.

Mr. SPENCE: I just said it was a waste of time.

Mr. GREEN: I was just wanting to make sure that the procedure was fair to this man who is apparently under criticism.

The CHAIRMAN: It is fair. It is his own file, and without any comments.

*By the Chairman:*

Q. Now, Mr. Bland, will you please read certificate of temporary appointment dated March 29th, 1920?—A. Have you got the index number for that?

Q. March 29th, 1920.—A. It must be prior to this, I guess. Here we are.

Q. I will ask you some questions on it.—A. All right, sir.

Q. It will be very short now, gentlemen. I think in five minutes we can complete it. On March 29th, 1920, there was a certificate of temporary appointment in favour of Mr. Putman, to March 31st inclusive?—A. That is true, yes.

Q. At \$3,060 per annum?—A. Yes.

Q. On what date was he supposed to report on duty?—A. Reported for duty March 6th, 1920.

Q. March 6th, yes.

Mr. MACNEIL: That is signed by whom?

The CHAIRMAN: It is signed by Mr. Foran. It is not countersigned.

[Mr. C. H. Bland.]

*By the Chairman:*

Q. It is not countersigned by the commissioner?—A. No. At that time they were not being countersigned.

Q. Will you please look at another certificate dated April 23rd, 1920?—A. Yes.

Q. Certificate of permanent appointment?—A. Yes.

Q. For \$3,060 per annum in favour of Mr. Putman as chief, or assistant chief?—A. Assistant chief.

Q. With a retroactive effect to the 1st of April?—A. That is true.

Q. And it is signed by Mr. Foran also?—A. It is.

Q. And not signed by any commissioner?—A. No.

Q. Therefore, the first temporary certificate was for two or three days?

Mr. HARTIGAN: What date was the first certificate?

The CHAIRMAN: The first certificate was March 29th, 1920, to March 31, 1920.

Mr. HARTIGAN: He reported for duty when?

The CHAIRMAN: On the 6th of March.

Mr. HARTIGAN: On the first certificate?

The CHAIRMAN: Yes. It had a retroactive effect for the salary.

Mr. TOMLINSON: What salary?

The CHAIRMAN: \$3,060. The first certificate had a retroactive effect.

The WITNESS: Effective from March 6, 1920 to March 31st.

*By the Chairman:*

Q. Yes, it had effect for only 23 days?—A. Quite.

Q. And the second certificate, which was a temporary certificate, it would only cover the period from April 23rd to April 1st?—A. From April 23rd to April 1st; that is correct, yes.

Q. Therefore the first certificate was given for two or three days, to the end of the fiscal year?—A. That seems to be so, yes.

Q. And instead of making a permanent certificate on the 1st of April it was written on the 23rd.

Now, "L": Will you please read the letter from the Auditor General of Canada dated May 10th, 1920?—A. Yes.

SIR,—I am in receipt of a certificate appointing Mr. C. V. Putman as Assistant Chief of the Organization Branch at a salary of \$3,060 per annum.

Some months ago the position of Chief of the Organization Branch was advertised at a salary of \$2,800 but I do not find that the position of Assistant Chief was ever advertised or any examination held therefor.

Please state when the position was advertised.

I am, Sir,

Your obedient Servant,

E. D. SUTHERLAND,

*Auditor General.*

Q. Now, Mr. Bland, will you please read Mr. Foran's answer, dated May 14, 1920?—A. Yes. It reads:—

MAY 14, 1920.

HFH/WR

*In reply please quote file 11710:*

*Attention ASSIGNMENT BRANCH*

Dear SIR,—

*Re—Mr. C. V. Putman*

With reference to your letter of the 10th instant in regard to the appointment of Mr. C. V. Putman as Assistant Chief of the Organization

Branch, Civil Service Commission, at a salary of \$3,060 per annum. As you state, the position of Chief of the Organization Branch was advertised at a salary of \$2,800 per annum but, in the meantime, the position was reclassified at a minimum salary of \$3,780 and a new position created, that of Assistant Chief, at a minimum salary of \$3,060.

In view of the difference in salary, it was decided when, as a result of the examination, Mr. Putman was the only candidate found to possess the minimum qualifications in both parts of the examination, to appoint him as Assistant Chief at the minimum classification rate for that position.

Trusting this explanation will be satisfactory.

Yours truly,

(Signed) W. FORAN per HH. (Rubber stamp)

F. D. SUTHERLAND, Esq., I.S.O.,  
Auditor General, Ottawa.

Q. Now, Mr. Bland, on February 5, 1921, there was an increase in salary of \$180 a year for Mr. Putman?—A. That is right.

Q. And it was signed by Mr. Foran alone?—A. That would be the statutory increase for that grade; that is true, yes.

Q. Now, Mr. Bland, will you please read the memorandum of March 31, 1931?—A. 1921, isn't it?

Q. 1921—making Mr. Putman chief of the organization branch without examination?—A. This is a memorandum to the commissioners:—

The position of Chief of the Organization Branch has now been vacant since the 15th March, 1919.

During this time Mr. Putman has been carrying on as Acting Chief of the Branch and has given excellent satisfaction.

I should like to point out that Mr. Putman came first on the examination which was held for Chief of the Organization Branch but at that time, in view of his limited experience in civil service work, it was not thought advisable to appoint him as Chief of the Organization Branch and, in order to retain his services, he was appointed to a new position, Assistant Chief, and has been filling this position for over a year.

I respectfully submit that in my opinion it would be impossible at the present time to obtain the services of anyone who is so well qualified to carry on classification work as is Mr. Putman. He has now had no little experience in organization work and I think that the smoothness with which the Organization Branch is performing its work at present is in no little measure due to Mr. Putman's efforts and unstinted application to his work.

I would therefore recommend that Mr. Putman be promoted to the position of Chief, Organization Branch, from April 1, 1921.

Signed W. Foran

W.J.R.

J.L.

Q. It is dated March 31, 1921?—A. Yes.

Q. And it was read into the minutes on June 11, 1922?—A. That is right.

Q. Several months afterwards?—A. A good many months afterwards, yes.

Q. Yes. Now, Mr. Bland, what is the salary, the actual salary of Mr. Putman? Will you please look at that chart?—A. Yes. The present salary of the position of chief of the organization branch is from \$4,140 to \$4,680.

*By Mr. Fournier:*

Q. Does he receive the maximum, \$4,680?—A. I think so, Mr. Fournier; yes.

[Mr. C. H. Bland.]



*By the Chairman:*

Q. Now, Mr. Bland, to conclude this will you please read what has been said by Dr. Deslauriers in Hansard of June 16, 1922, about this case? It is marked in pencil.—A. This is a quotation from Hansard of June 16, 1922, at page 3091:—

Mr. HERMAS DESLAURIERS, (St. Mary)

In 1920, it was stated that he was 32 years old; in 1922, it was asserted that he had grown old by one year only during this two years interval, his age was therefore given as 33. His salary was as follows: in November, 1918, \$1,500; in March, 1919, \$2,700; in March, 1920, \$3,060, and in March, 1921, \$3,840. In the space of three years he seems therefore to have received an increase of \$2,340.

The present Government, on January 11, 1922, finally appointed him head of the organization branch.

On May 17, 1920, and April, 1922, we find in Hansard untruthful answers: In Hansard of May 17, 1920, it is given out that this same Mr. Putman had had eight years experience in banking. In Hansard of April 19, 1922, it is asserted that he has only had six and a half years of banking experience. In Hansard of May 17, 1920, it is given out that he has had six years of experience as civil engineer, and in Hansard of April 19, 1922, we find that eight years of experience as civil engineer is given. In Hansard of May 17, 1920, it is stated that he has been employed during one year and a half on classification work besides one year as assistant chief, and in Hansard of April 19, 1922, it is simply stated that he has had nearly two years of experience on classification work. Although the answers are different in both cases, the same number of  $16\frac{1}{2}$  years is given in each respective case. In one statement he would have graduated at the age of  $15\frac{1}{2}$  years, which is not the truth, in the other, he would have graduated at the age of  $16\frac{1}{2}$  years, which is again a false statement.

In Hansard of May 17, 1920, it is given out that he obtained the greatest number of points in the competitive examination, that is 86.3 per cent—take note that is not 86.4 per cent. Now, on that date, this Mr. Putman was on the board of examiners; he had knowledge of the questions which he would be asked. Is it so astonishing that this gentlemen obtained 86.3 per cent of the points, when he himself prepared the questions which he had to undergo. Now, I should like the Government to give special attention to these fabulous increases which I have referred to. We must not lose sight that this Mr. Putman is no more no less than the chief organizer of the Civil Service Commission. These people, each year, add scandalously to their salaries by recommending themselves for an increase to the commission.

The CHAIRMAN: Mr. Bland, I have only one more question to ask you. I thank you for having been so patient a reader this afternoon. But will you please at the next sitting of the committee tell the committee who has prepared the answers to the questions used in the House, first by Mr. Copp in 1920, and then by Dr. Delaurier in 1920?

The WITNESS: Yes, I will.

The CHAIRMAN: I would like you to submit the original copies of the answers sent to the then Secretary of State.

The WITNESS: I will.

Mr. GREEN: Is that all that there is in Hansard in connection with the matter?

The CHAIRMAN: There is more, but it is on the same lines. Please hand the volume to Mr. Green.

Mr. GREEN: I haven't the time to go over it. You have read it.

The CHAIRMAN: It is a summary of the questions and answers.

Mr. GREEN: What is the explanation?

The CHAIRMAN: It is based on the official answers given to questions by members, and the questions and answers are quoted from at length. Please show that to Mr. Green.

Mr. GREEN: Is there an answer by the minister as well?

The CHAIRMAN: Oh, yes, in each case, and in each case the answer was—

Mr. GREEN: But, the answer to this speech? Is there an answer to this speech?

The CHAIRMAN: No, no, no; no answer. There was an article published a few days afterwards in the *Citizen* which has been quoted here, but aside from that there has been no answer to any one of them.

Mr. FOURNIER: Silence is golden.

The CHAIRMAN: That is all right, gentlemen; I wanted to inform you of some of the things that have been done in the past, without any comment, and I do not put any blame on you for that.

The WITNESS: I have tried to be a good reader to this committee this afternoon.

The CHAIRMAN: You have been a wonderful reader.

The WITNESS: Might I ask one question before I leave, Mr. Chairman?

The CHAIRMAN: Certainly.

The WITNESS: Might I ask that the committee give Mr. Putman an opportunity of being heard with respect to this.

Mr. TOMLINSON: I think he should be allowed to come on the stand right now.

The CHAIRMAN: You may ask him questions.

Mr. TOMLINSON: I think he should come right now.

The CHAIRMAN: It is only fair that he should be heard. Some of the members think I exaggerate at times. I know there are very good men in the Civil Service Commission, and some others—

Mr. TOMLINSON: Have Mr. Putman put in the box.

The CHAIRMAN: All right.

Mr. C. V. PUTMAN, Chief, Organization Branch, Civil Service Commission, Sworn.

*By the Chairman:*

Q. Mr. Putman, you are the gentleman mentioned in the file which has just been read?—A. Yes.

Q. Did you write the lengthy report on yourself which Mr. Bland quoted, or did you dictate it?—A. I presume that I dictated it, yes, in answer to certain questions that were asked.

Q. You prepared the advertisements for the position of assistant chief and chief when you were to undergo the examination for those positions?—A. Those specifications were prepared as part of the classification of the civil service of Canada and regularly approved by the commissioners.

Q. Yes, that is all right Mr. Putman, but the initials that appear, C.V.P.—A. Well, I have not seen those documents.

Q. Here is the file. Are those your initials, Mr. Putman?—A. Yes, those are my initials, and it was in the ordinary course of preparing all advertisements that after an advertisement was prepared it was referred to the organization

[Mr. C. H. Bland.]

branch for approval before going out as the qualifications and duties, and, as chief of the organization branch, it was my duty to do that.

Q. Yes, exactly. And, therefore, you drafted that advertisement?—A. No, I did not draft the advertisement; the advertisement was drafted by the examination branch, by the chief examiner, and I initialled it as being in accordance with the classification which had been approved by the commissioners.

Q. You could have changed it if you had wished?—A. Not without referring it to the commissioners.

Q. I know, but just a minute, Mr. Putman. Those are your initials?—A. Those are my initials. Yes.

*By Mr. Fournier:*

Q. Who prepared those qualifications?—A. I do not know. I could not tell without looking at the file. I think probably they were prepared by members of the Arthur Young company when the original classifications were drawn.

Q. You were with the Arthur Young company?—A. Yes.

Q. They were prepared by the Arthur Young company, and you state here that "During the preparation of the Canadian bonus for 1919 I was in touch with the work being carried on by Arthur Young & Company"?—A. Yes, that is perfectly true.

Q. So when they prepared these classifications—A. The bonus problem was an entirely different thing from the classifications.

Q. Yes, but you said you worked with them?—A. Yes.

Q. When you were working on these classifications you were working with them?—A. Yes; I was not working on all the classifications. There were some 1,800 specifications drawn up; it would be impossible for one man to do it in the time they did it.

Q. The chief examiner was working on these classifications?—A. Mr. Muddiman?

Q. Yes.—A. No, he had nothing to do with them; they were given to the commission by the Arthur Young company.

Q. You heard that examiner's report state that no human being could fulfil these qualifications?—A. That is perhaps a matter of opinion.

Q. That was from the chief examiner of the Civil Service Commission?—A. Yes.

*By the Chairman:*

Q. Was there any answer to Dr. Deslauriers' speech from yourself to the press?—A. There was no answer of any kind. It was a speech he made in the House, and an ordinary civil servant has no way of answering that.

Q. No, but to your knowledge no paper contradicted it?

Mr. GREEN: Of course, that does not prove that it is true.

The CHAIRMAN: No, no.

The WITNESS: I might say that the qualifications that Mr. Bland read or, rather, the experience that I have had and which Mr. Bland read is in accordance with the facts.

*By Mr. Fournier:*

Q. All this organization experience was gained while you were acting chief organizer?—A. Other than experience that I had had when I was doing engineering work. I had to have some.

Q. That was only during your vacations because you were going to Queen's university?—A. I had three and a half years' experience after I graduated.



Q. Oh, that is when they built the sewer in Ottawa, and there were strikes on the job?—A. It was not a sewer, it happened to be water works, and I was responsible for the expenditure of over half a million dollars.

*By the Chairman:*

Q. You were a candidate at only one examination?—A. I sat for three examinations. I sat for the examination of investigator, or it may have been junior investigator, then investigator and chief of the organization branch.

*By Mr. Boulanger:*

Q. Investigator for the commission?—A. Yes, and I was top man in the three examinations.

*By Mr. Fournier:*

Q. You were appointed, according to the file, without examination as chief of the branch?—A. No, I had already qualified, and was the only qualified one.

*By the Chairman:*

Q. Will you please read the questions asked on the examination of 1919 for the position of chief of the organization branch?

*By Mr. Boulanger:*

Q. Those are the standard qualifications, are they not?—A. This is a paper of practical questions, on the examination for the position of chief of the organization branch of the Civil Service Commission. November 6, 1919, time, five hours.

Question No. 1. What is an organization chart, and what are its uses? Prepare an organization chart showing what you consider a good organization for a shop, factory, office, or engineering force with about 1,000 employees and at least five departments or branches, some of which have subdivisions.

Question No. 2. Explain briefly your idea of the meaning of five of the following terms: Standardization, unit cost, efficiency, time and motion study, layout, production control, cost accounting.

Question No. 3. Assume that you are to make the necessary investigations and prepare plans of organization for a force of about 1,500 employees, where it is felt that the number of employees is too large for the work, that there are too many employees of some kinds and too few of others, and that the grouping of functions is unsatisfactory. Assume further, that you are to make a preliminary survey, to last about two days, in order to determine what program should be followed. Describe in detail the survey you would make; in particular, tell how you would go about the work, what facts you would attempt to discover, and what results you would expect to accomplish.

Question No. 4. Suppose that, in the course of an investigation, you found about 100 employees in a force who were unable to render efficient services because of advanced age (60 to 85 years). What recommendations would you make in regard to such employees, and why?

5. It is a generally accepted principle that salary increases should be based upon efficient work. What plan or plans of efficiency markings would you advise for a force of 1,000 employees? Describe the advantages and disadvantages of your plan.

Q. Now, Mr. Putman, there is something there that I do not understand. You were a candidate at that examination?—A. Yes.

Q. You received 86 marks out of 100?—A. I do not know what standing I had.

[Mr. C. V. Putman.]

Q. You were the only one on the eligible list?—A. Yes, so I understand.

Q. And it is the last examination that you passed?—A. Yes.

Mr. FOURNIER: What is the date?

The CHAIRMAN: For chief of the organization branch.

Mr. FOURNIER: What is the date?

The WITNESS: November, 1919.

*By the Chairman:*

Q. Now, there was an eligible list and you undertook the examination for chief?—A. Right.

Q. You had 86 marks out of 100?—A. Yes.

Q. With a minimum in both parts?—A. Yes.

Q. Well, how is it that with such a rating you were not appointed chief but were appointed assistant chief?—A. That is something that you will have to ask the commissioners. I can only tell you what I heard and what they told me about it.

Q. Will you please tell me that?—A. My age; that I was too young at that time to undertake the responsibility of that position.

Q. Yes; but you were permitted to enter into the competition according to the age mentioned in the required qualifications.—A. That is right.

Q. You were permitted to be a candidate?—A. I was, yes.

Q. And I cannot understand why you were not appointed on account of your age when you were permitted to take the examination?—A. That is the only answer that I have been able to get.

Q. They were not serious in that, because they allowed you to be a candidate at their examination. You came within the age limit for that, but you were not appointed chief.—A. It was and is a very responsible position.

Q. I know that. I am not discussing that at all nor are the members of the committee. There is no doubt that it is a responsible position, but I cannot understand this: you apparently passed successfully the examination with 86 marks out of 100, and then instead of being appointed chief you were appointed assistant chief.—A. That is right.

Q. Afterwards Mr. Foran instructed Mr. Bland to get in touch with the various departments to find another man to fill that position, and several men were named, eleven or twelve altogether and no one was chosen, and there was to be a competition. There was no competition and finally you were appointed by the commission without another examination.—A. I had already passed the examination.

Q. You had passed the examination?—A. Yes.

Q. But that examination was not considered. It was not considered. Instead of being appointed chief you were appointed assistant chief?—A. That is perfectly true.

Q. There is something there that I cannot understand.

Mr. GREEN: Once he passed an examination surely he would not have to pass another one?

The CHAIRMAN: The examination was for chief and he was a candidate at the examination and obtained 86 marks out of 100, but instead of being appointed chief he was appointed assistant chief, and that is what I do not understand.

Mr. TOMLINSON: What did the original examination call for?

Mr. GREEN: Chief.

*By the Chairman:*

Q. Now, Mr. Putman, you heard Mr. Bland read Mr. Deslaurier's statement in which he said that you had seen the questions before?—A. I saw it, yes.

Q. What?—A. At least I heard what was read, yes.

Q. What have you to say about that?—A. I have only to say to that that it was an absolute lie. I never saw any paper of any kind.

*By Mr. Fournier:*

Q. One second, Mr. Chairman. Before we drop this thing here is a letter on the file which has to do with the competition, which reads as follows:—

DEAR GENERAL ODLUM,—Referring to yours of the 19th ult. re Mr. Morris' standing as a result of the examination for the advertised position of chief of the organization branch, Civil Service Commission.

Mr. Morris did not succeed in taking the minimum number of marks to qualify for this position, and as a sufficient number of high class men did not apply ... you understand that ... from whom a selection could be made, it is the intention of the commission to re-advertise the position with a higher salary schedule which has but recently been approved by the Governor in Council, as we are very anxious to get the very best available man for this important position.

—A. I never heard that until this afternoon.

Q. That is dated March 4, 1920, some five or six months after you passed that examination.—A. That may be.

Mr. GOLDING: The witness is not responsible for anything in that.

Mr. FOURNIER: At the same time they were giving this man raises in salary from \$1,500 to \$3,700?

Mr. GOLDING: Even so.

Mr. SPENCE: Blame that on the commission.

Mr. TOMLINSON: Blame it on the government of the day.

Mr. FOURNIER: No, blame it on the inside work.

Mr. GOLDING: Not on the witness.

The CHAIRMAN: The government should not be responsible for that. They were boosting the merit system at that time. I would not put the blame on the politicians for that. I would put the blame on the office politicians, make a distinction between the House of Commons or the Senate politicians and the office politicians, and that is a very plain case—

Mr. DEACHMAN: What date is that again?

Mr. FOURNIER: The examination was held in November, 1920.

The CHAIRMAN: 1919.

Mr. DEACHMAN: If you will remember, Mr. Chairman, an increase in the cost of living took place at that time. If you will look it up you will find there was a very substantial reason for increasing the wages and salaries. As a matter of fact within a few years the cost of living went up from—I am speaking purely from memory now—approximately 80 to at least 120.

The CHAIRMAN: Yes.

Mr. O'NEILL: Increases to everybody else.

Mr. DEACHMAN: When did the members of parliament receive their increases? Does anyone here know when the members of parliament's salaries were increased? I was not a member of parliament at that time.

Mr. GOLDING: You should have been.

Mr. SPENCE: About 1918 or 1919, after the war, the salaries of everybody were doubled at that time in the business world.

[Mr. C. V. Putman.]



Mr. DEACHMAN: I remember at that time there was a strike in Calgary and I pointed out the facts and helped to secure a settlement of that strike because of the increase in the cost of living.

*By Mr. Glen:*

Q. You have heard all the statements that were made in regard to this file. Have you any statement to make to the committee yourself?—A. In connection with—

Q. With this whole matter?—A. No. The information which Mr. Bland gave you about myself is absolutely correct. The information which was in the Hansard, I do not know where it came from. My experience and everything else, schooling and everything else has been placed before the committee correctly, and I do not feel that I have anything to be ashamed of.

*By the Chairman:*

Q. Now, Mr. Putman, just one question.

*By Mr. Deachman:*

Q. In regard to the questionnaire that was read here—these were replies which you made to a series of questions or a questionnaire which was placed before you?—A. I would presume so. So far as Mr. Bland went the answers were absolutely correct, and I presume—

Q. They are replies to questions?—A. I would presume so, yes. I cannot recall in what connection.

*By Mr. Tomlinson:*

Q. How old are you now?—A. I will be 50 this next October.

*By the Chairman:*

Q. Now, Mr. Putman, have you any knowledge of the questions that were asked in the House in 1920 by Mr. Copp and Mr. Deslauriers?—A. I cannot tell you without seeing what Mr. Bland will probably get for you to-morrow, as you have asked him.

Q. Yes.—A. I do not remember.

Q. You do not remember?—A. No.

Q. That is all right. You do not remember anything about it?—A. Yes, I remember that there was an article in the paper about it, but I do not remember anything of the details.

Q. You were not struck by the fact that a member of parliament—two members of parliament, one of whom happened to be Secretary of State afterwards, asked a direct question about you in the House of Commons? You do not remember it?—A. Oh, yes, I remember that, of course.

Q. You remember that now?—A. Yes.

Q. Afterwards do you remember that the matter was discussed in the Civil Service Commission?—A. No, I do not know.

Q. Did you have anything to do with the answers that were given to those questions?—A. I do not know.

Q. You do not know?—A. No, I do not know.

The CHAIRMAN: That is all right. Your witness, gentlemen.

Mr. TOMLINSON: Well, it is six o'clock.

The CHAIRMAN: When shall we meet again—Monday?

Mr. O'NEILL: Sunday afternoon; how would that do?

Mr. TOMLINSON: Monday morning, I think.

The CHAIRMAN: Monday afternoon would suit Mr. Fournier better. Mr. Fournier has a law practice in Hull.

Mr. DEACHMAN: I think it should be Tuesday. Some of the people will be away on Monday. Make it Tuesday morning at eleven o'clock.

The CHAIRMAN: As you like, gentlemen.

The committee adjourned at 6.05 p.m. to meet again on Tuesday, June 7, at 11 a.m.

## APPENDIX No. 1.

1937	Examina- tions Held	O.A.S. Appli- cants	Civilian Appli- cants	Total Appli- cants	Disabled O.A.S. Appointed	Other O.A.S. Appointed	Civilians Appointed	Total Appointed
Caretakers.....	51	621	322	943	37	138	75	250
Cleaners and Helpers.....	7	402	140	542	153	65	8	226
Elevator Operators.....	1	31	52	83	71	20	11	102
Lower Grades.....	1	625	1,300	1,925	1	5	6	12
Lightkeepers.....	23	56	56	112	5	28	61	94
	83	1,735	1,870	3,605	267	256	161	684



Class of Position	Assigned	Department	Place	Date of Advertisement	Number of Applications	
					O.A.S.	Civilian
Caretaker, Grade 3	1; O.A.S.	Mines and Resources	Aulac, N.B.	24-12-37	2	1
Grade 3	Competition cancelled.	Public Works	Cranbrook, B.C.	28-8-37	4	3
Grade 3	Not completed.	"	Dawson, Y.T.	11-12-37	2	11
Grade 3 (Bil.)	1; O.A.S.	"	Granby, P.Q.	6-3-37	12	5
Grade 3	81; O.A.S.	"	Kelowna, B.C.	18-9-37	19	7
Grade 3	82; O.A.S.	"	Kingston, Ont.	6-3-37	41	0
Grade 3	81; O.A.S.	"	New Westminster, B.C.	25-9-37	22	11
Grade 3	2; O.A.S.	"	Prescott, Ont.	18-9-37	2	0
Grade 3	1; O.A.S.	National Defence	Shilo, Man.	4-12-37	5	2
Grade 3	1; O.A.S.	Public Works	Sydney, N.S.	19-6-37	5	1
Grade 3	1; O.A.S.	"	Trail, B.C.	19-6-37	2	0
Grade 2	1; O.A.S.	National Defence	Brandon, Ont.	8-5-37	4	2
Grade 2	81; O.A.S.	"	Calgary, Alta.	12-7-37	38	10
Grade 2 (Seasonal)	1; O.A.S.	"	Charlottetown, P.E.I.	27-3-37	8	3
Grade 2 (Bil.)	1 Civ.	"	Cowansville, P.Q.	4-9-37	1	6
Grade 2	1; O.A.S.	"	Cranbrook, B.C.	11-9-37	4	1
Grade 2	No assignment made yet.	"	Drummondville East, P.Q.	24-12-37	5	13
Grade 2	1; O.A.S.	"	Dundurn, Sask.	20-11-37	2	4
Caretaker, Grade 2	83; O.A.S.	National Defence	Edmonton, Alta.	6-3-37	52	16
Grade 2	81; O.A.S.	"	Guelph, Ont.	3-7-37	13	3
Grade 2	82; O.A.S.	"	Hamilton, Ont.	12-6-37	31	12
Grade 2	1; O.A.S.	Public Works	Humboldt, Sask.	17-4-37	3	2
Grade 2 (Bil.)	1; Civ.	National Defence	Listowel, Ont.	13-3-37	2	3
Grade 2	1; O.A.S.	"	Magog, P.Q.	11-12-37	3	2
Grade 2	1; O.A.S.	Public Works	Midland, Ont.	19-6-37	9	0
Grade 2	1; O.A.S.	"	North Sydney, N.S.	28-8-37	1	5
Grade 2	1; O.A.S.	National Defence	Petawawa Camp, Ont.	30-1-37	14	4
Grade 2	1; O.A.S.	"	Pictou, Ont.	4-9-37	6	2
Grade 2	1; O.A.S.	Public Works	Portage la Prairie, Man.	17-4-37	12	8
Grade 2	1; Civ.	National Defence	Port Elgin, Ont.	4-9-37	3	2
Grade 2 (Bil.)	1; O.A.S.	"	Stanstead, P.Q.	18-12-37	8	2
Grade 2	81; O.A.S.	Public Works	Strathroy, Ont.	4-9-37	1	4
Grade 2	1; O.A.S.	National Defence	Toronto, Ont.	14-8-37	6	4
Grade 2	1; O.A.S.	"	Watford, Ont.	20-3-37	164	44
Grade 2	1; O.A.S.	"	Windsor, Ont.	29-5-37	4	0
Grade 1	3; Civ.	Public Works	Antigonish, N.S.	12-6-37	10	0
Grade 1 (Bil.)	Not completed.	"	Cap de la Madeleine, P.Q.	3-7-37	4	10
Grade 1	1; Civ.	"	East Angus, P.Q.	30-10-37	5	9
Grade 1	1; Civ.	"	Milverton, Ont.	5-6-37	2	1
Grade 1	1; Civ.	"	Trout River, P.Q.	17-4-37	2	13
Grade 1	1; Civ.	"	"	18-9-37	2	3

3.  
7

13  
17  
26  
41  
33  
33  
7  
6  
2  
2  
48  
11  
7  
5  
18

6  
68  
16  
3  
43  
5  
5  
5  
5  
5  
18  
8  
20  
5  
10  
5  
10  
208  
4  
10  
14  
14  
3  
15  
5

"	Grade 1.....	1; O.A.S.....	"	"	17- 4-37	4	2	6
"	" (Bil.).....	1; Civ.....	"	"	2- 1-37	0	3	3
"	"	1; O.A.S.....	"	"	6- 2-37	9	6	15
"	"	1; Civ.....	"	"	30- 1-37	1	2	3
"	"	§1; O.A.S.....	"	"	13- 2-37	21	2	23
"	"	1; O.A.S.....	Agriculture.....	"	13- 2-37	43	71	114
"	" (Part time).....	1; O.A.S.....	Public Works.....	"	20- 2-37	4	2	6
"	"	1; O.A.S.....	"	"	23- 1-37	1	1	2
"	"	Cancelled for pre-sent.	"	"	20- 3-37	2	1	3
"	" (Bil.).....	1; Civ.....	"	"	20- 2-37	1	3	4
Chemist.....	Chief, Agricultural Markets Information Service.....	"	Mines and Resources.....	"	11- 9-37	0	29	29
Chief Chemist.....	Chief, Division of Child and Maternal Hygiene.....	"	Agriculture.....	"	24- 4-37	10	13	23
Chief, Division of Epidemiology.....	Chief, Division of Industrial Hygiene (Male).....	"	Mines and Resources.....	"	2-10-37	5	16	21
Civil Service Examiner (Male).....	"	"	Pensions and National Health.....	"	26- 6-37	7	15	22
Civil Service Examiner (Male).....	"	"	"	"	26- 6-37	7	18	25
Civil Service Examiner (Male).....	"	"	"	"	26- 6-37	7	10	17
Civil Service Investigator (Male).....	"	"	Civil Service Commission.....	"	23- 1-37	10	94	104
Civil Service Investigator (Male).....	"	"	"	"	1- 5-37	25	144	169
Cleaner and Helper.....	"	"	"	"	1- 5-37	16	68	84
"	"	"	"	"	18- 9-37	6	44	50
"	"	Not completed yet.	"	"	"	"	"	"
"	"	§1; O.A.S.....	Public Works.....	"	4- 9-37	29	5	34
"	"	§1; O.A.S.....	"	"	28- 8-37	19	6	25
"	"	§1; O.A.S.....	"	"	7- 8-37	35	3	38
"	"	§7; O.A.S.....	"	"	23- 1-37	73	68	141
"	"	§7; O.A.S.....	"	"	23-10-37	26	4	30
"	"	Not completed yet.	"	"	27-11-37	168	45	213
"	"	"	"	"	27-11-37	52	9	61
Clerk, Grade 4 (Male).....	"	"	Dominion Government Offices.....	"	23-10-37	402	140	542
"	"	"	Pensions and National Health.....	"	1- 5-37	7	2	9
Elevator operator.....	"	"	Mines and Resources.....	"	13-11-37	13	36	49
" (Lower Grades).....	"	§8; O.A.S.....	Public Works.....	"	13- 2-37	31	52	83
**Packer and helper.....	"	"	"	"	23- 1-37	625	1,300	1,925
(Lower Grades).....	"	No assignments made.	"	"	23- 1-37	625	1,300	1,925
Library Assistant (Female).....	"	"	Mines and Resources.....	"	"	"	"	"
"	"	"	Transport.....	"	9-10-37	1	54	55
"	"	"	"	"	13- 2-37	13	49	62

\*\*There were 5 disabled O.A.S. persons appointed permanently as Elevator operator, who also qualified as Packer and helper, but were deleted for further consideration as the positions carry similar salary ranges, so that no appointments of Packer and helper were made from this competition.  
N.B. §Disabilities.

Class of Position	Assigned	Department	Place	Date of Advertisement	Number of Applications	
					O.A.S.	Civilian Total
Lighthousekeeper, Class 2. (Second Class Fog Alarm Engineer).	Not yet completed	Transport.	Greenly Island, P.Q.	3- 4-37	0	5
Lighthousekeeper, Class 2. (Second Class Fog Alarm Engineer).	1; O.A.S.	"	North Point, Saint Paul Island, N.S.	12- 6-37	6	10
Lighthousekeeper, Class 3. (Second Class Fog Alarm Engineer).	1; Civ.	"	Cap des Rosiers, P.Q.	2- 1-37	0	1
Lighthousekeeper, Class 3. (Second Class Fog Alarm Engineer).	1; O.A.S.	"	Egg Island, B.C.	1- 5-37	4	6
Lighthousekeeper, Class 3. (Second Class Fog Alarm Engineer).	1; Civ.	"	Little Métis, P.Q.	2- 1-37	0	5
Lighthousekeeper, Class 3. (Second Class Fog Alarm Engineer).	1; O.A.S., and 1, Civ.	"	Angus Island, Ont.	31- 7-37	2	4
Lighthousekeeper, Class 3. (Second Class Fog Alarm Engineer).	1; Civ.	"	Whitehead Island, N.S.	8- 5-37	0	2
Lighthousekeeper, Class 3. (Third Class Fog Alarm Engineer).	1; O.A.S.	"	Flowerpot Island, Ont.	8- 5-37	4	1
Lighthousekeeper, Class 4. (Third Class Fog Alarm Engineer).	1; O.A.S.	"	Grindstone, N.B.	12- 6-37	2	5
Lighthousekeeper, Class 4. (Third Class Fog Alarm Engineer).	1; O.A.S.	"	Cape St. James, B.C.	27-11-37	1	1
"	1; Civ.	"	Fiddle Reef, B.C.	31- 7-37	17	24
"	1; Civ.	"	Point Peter, P.Q.	18- 9-37	1	2
"	1; O.A.S.	"	Portlock Point, B.C.	13- 2-37	8	9
"	Not yet completed.	"	Mary Joseph, N.S.	27-11-37	1	7
"	1; O.A.S.	"	Michipicoten Harbour, Ont.	5- 6-37	2	3
"	1; O.A.S.	"	Three Top Island, N.S.	8- 5-37	2	7
"	1; O.A.S.	"	Blackrock Point, N.S.	4-12-37	5	7
"	1; Civ.	"	Lavaltrie, P.Q.	8- 5-37	0	1
"	1; Civ.	"	Melocheville, P.Q.	17- 7-37	0	1
"	1; Civ.	"	Percé, P.Q.	5- 6-37	0	3
"	1; Civ.	"	Port Bickerton, N.S.	31- 7-37	1	3
"	1; Civ.	"	St. Francis River, P.Q.	24- 7-37	0	1
"	1; Civ.	"	Contrecoeur to Verchères	11-12-37	0	1
"	1; Civ.	"	Light, P.Q.			



Lithographic Artist and Engraver	Mines and Resources.	Ottawa.....	17- 7-37	5	13	18
Lockman (Seasonal) (Bil.).....	Transport.....	Carillon and Grenville Canals, P.Q.	13- 3-37	2	18	20
" ".....	"	Chaffey's Lock Station, Rideau Canal, Ont.	22- 5-37	4	4	8
" " (Bil.).....	"	Chambly Canal, P.Q.....	13- 3-37	3	4	7

N.B. §Disabilities.

SPECIAL COMMITTEE

STATEMENT OF ASSIGNMENTS MADE BY THE CIVIL SERVICE COMMISSION TO  
CERTAIN DESIGNATED CLASSES DURING THE YEAR 1937

Class	O.A.S. Dis- abilities	O.A.S.	Civilians	Total
Caretaker.....	34	108	51	193
“ (Part Time).....	3	27	23	53
“ (Limited Service).....		2	1	3
“ (Park Animals).....		1		1
	37	138	75	250
Cleaner and Helper.....	153	65	8	226
Elevator Operator.....	71	20	11	102
Lightkeeper.....	5	28	61	94
Packer and Helper.....	1	5	6	12

Caretakers, Grade 1.....	\$ 780- 900
Grade 2.....	960-1,080
Grade 3.....	1,140-1,260
Cleaners and Helpers.....	900-1,140
Elevator Operator.....	1,080-1,200
Packers and Helpers.....	1,080-1,200
Lightkeepers, Grade 1.....	3,720
Grade 2.....	2,460-2,640

















gar. Doc  
Can  
Com  
C

SESSION 1938  
HOUSE OF COMMONS

CAI XC2  
- 38058

SPECIAL COMMITTEE

Canada

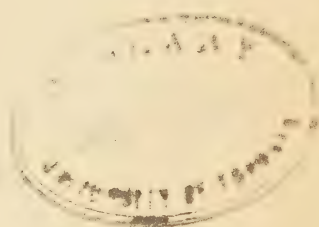
ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 24

MONDAY, JUNE 6, 1938



WITNESS:

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.





## MINUTES OF PROCEEDINGS

JUNE 6, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 4.00 o'clock, p.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Clark (*York-Sunbury*), Deachman, Glen, Golding, Hartigan, O'Neill, Poole, Pouliot and Tomlinson.—10.

### *In Attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. A. Potvin, Commissioner, Civil Service Commission;

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission, and

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

At the request of the Chairman the following correction was ordered:—  
Page 764, lines 36, 38, 39, 41 and 42, substitute the word "internship" for the word "intraship."

Page 764, line 47, substitute the word "minutious" for the word "malicious."

Mr. C. V. Putman was recalled, further examined, and retired.

The Committee adjourned to meet again June 7, at 11.00 o'clock, a.m.

J. P. DOYLE,

*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

JUNE 6, 1938.

The Select Special Committee on the Civil Service Act met at 4 p.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: I have just a couple of corrections to make. It seems to me that a very important part of our work has to do with proofreading, the re-reading of the evidence. For instance, at page 764 I am quoted as saying, "And Dr. Jeserich spoke at full length on the malicious preparation of the civil service." I said, "minutious"; and those two adjectives are entirely different.

Now, another thing I can't understand: I took the trouble to spell the word internship and here it is "intraship"; I remember I even spelled it out. "Internship" is a term of probation outside of the service and apprenticeship is a term of probation within the service; but "intraship" means nothing, unless it is a part of a ship, or within a ship; and "internship" has a very definite meaning. I would ask the reporter to kindly be careful. I understand that some signs are the same and there might be confusion in the transcription; but they should be careful to look at the context and use their good judgment as much as their copy book.

Mr. Putman, please.

Mr. C. V. Putman, Civil Service Commission, recalled.

The CHAIRMAN: Before we go further I would like Mr. Putman to read a letter that I received from Mr. Foran referring to his assistant, Mr. Gilchrist. I desire to be fair to all and I said something about Mr. Gilchrist not having passed an examination, and I received this memorandum from Mr. Foran signed also by Mr. Gilchrist and I will give it to you. Will you please read it?

The WITNESS: Do you wish me to read Mr. Gilchrist's memorandum?

The CHAIRMAN: Read all the material you have before you.

The WITNESS:

OTTAWA, April 1, 1938.

Dear Mr. POULIOT,—Mr. G. H. Gilchrist, Assistant Chief of the Organization Branch of the Civil Service Commission, has drawn my attention to an omission in his examination statement as placed before the committee and has asked that it be corrected.

It seems to me that this is a fair request which there should be no objection to granting, and I am accordingly forwarding the explanation given me in order that it may be placed as a correction with Mr. Gilchrist's records.

Yours very truly,

W. FORAN,  
*Secretary.*

### *Memorandum to the Secretary:*

I beg to refer to a statement of my examination records which was prepared for the committee of Parliament in which I was shown as unsuccessful in an examination for Senior Investigator in May 1921.

As this examination was never completed I did not have an opportunity to appeal against the low standing given me for education and experience which caused me to be shown as unsuccessful.

I now find that the record of the examination for Senior Investigator in May 1920 was omitted in error and should have been shown in my record and also in Mr. Medland's. The bound copy of the examination register carries opposite my name the entry—3rd—successful, with a rating of 61·8 per cent. I received 56·2 per cent in the written examination and 66 per cent for education and experience. An entry noted at the foot of the register stated that the competition was not completed, Mr. F. G. Bird having been promoted. Mr. Bird was first of the successful candidates and a permanent employee, I believe, at that time.

These records are quite clear if you will examine the register. The competition number was 928 and the written examinations were held on May 13 and 14, 1920, the day following the examination for Investigator in which I was successful and through which I received a permanent appointment.

These examinations are so long back that they are almost forgotten by those who took part, but as the records were requested and supplied to the committee, it is hard to foretell what points might be raised and, therefore in order that there may be no misunderstanding in the matter, I would request that some communication be sent to show the record of marks of the 1920 examination for Senior Investigator.

The Examination Branch has supplied a statement of marks taken from the registers, a copy of which is attached.

G. H. GILCHRIST.

GHG/MP

April 1, 1938.

*Record of G. H. Gilchrist; Returned Soldier*

(1) Investigator, Civil Service Commission, November 7, 1919.

	Per cent
Practical questions. . . . .	46·7
Education and experience. . . . .	65·0
Total. . . . .	111·7
Percentage—57·1.	

(2) Investigator, Civil Service Commission, May 12, 1920.

	Per cent
Education and experience. . . . .	87·0
Practical questions. . . . .	59·0
Total. . . . .	75·0

Standing in order of merit 3rd—Successful.  
Without oral examination.

	Per cent
Education and experience. . . . .	87·0
Practical questions. . . . .	59·0
Oral interview. . . . .	80·0
Total. . . . .	76·5

Standing in order of merit 2nd—Successful.

[Mr. C. V. Putman.]

(3) Senior Investigator, Civil Service Commission, May 13 and 14, 1920.

	Per cent
Practical questions. . . . .	56·2
Education and experience. . . . .	66·0
Total. . . . .	61·8
Examination was never completed.	

(4) Senior Investigator, Civil Service Commission, January 25, 1921.

	Per cent
Practical questions. . . . .	72·0
Education and experience. . . . .	37·5
Competition not completed.	

*By the Chairman:*

Q. Mr. Gilchrist is satisfactory as your assistant, Mr. Putman?—A. Yes.

Q. Now, Mr. Putman, I have a few questions to ask you about the kind of work done by the organization branch, and will you please give the committee a statement as to routine steps followed in filling a departmental request?—

A. In that do you mean in connection with organization, in connection with classification or in connection with the general work of the organization branch? I have a very brief statement prepared which covers all the work that we do.

Q. Yes, that is very good. Will you please read it?—A. Yes, sir.

#### ORGANIZATION BRANCH, CIVIL SERVICE COMMISSION

The work of the Organization Branch is most clearly outlined by dividing it into four main divisions.

- I. Organization work.
- II. Classification of positions.
- III. Authorization of temporary positions.
- IV. Special investigations and studies.

##### 1. Organization Work

Which is divided into two main headings:—

(a) New or changed legislation or changed policy or the natural growth of a department, or the transfer of units from one department to another necessitates the drawing up of plans of organization and the provision of the proper staff to carry on the work.

I have quoted as an example of this kind of thing the organization plan which was drawn up for the Employment and Social Insurance Commission, which, of course, was not allowed by the Privy Council. However, the work was gone through and the organization establishment was all prepared and if that legislation had been "O.K.ed" they could have gone right to work.

Q. Some of the notices were—?—A. We even had competitions for some of the senior positions.

Q. Yes, but nothing was done on account of the decision of the Privy Council?—A. That is right.

Examples:

Employment and Social Insurance Commission;  
Radio Licence Division of Department of Transport;  
Dominion Appraisers Division, National Revenue;  
Work now being carried on in Department of Agriculture.

These are simply examples of the kind of thing we are doing.



(b) The investigations and study of the methods and procedure in the various departments, and the drawing up and in some cases the supervision of the installation of improvements.

Examples:

Money Order and postal note audit (which was done in 1922 and 1923);  
 Radio Licence Division;  
 Salary Warrant Division, Post Office Department;  
 Central Pay Office;  
 Various Departmental Filing and Record Rooms.

## II. *Classification of Positions*

- (a) Until a little more than a year ago it had been the practice of the Commission to make investigations of the classification of individual positions on the request of the departments. This practice has been replaced by the much more logical and satisfactory method of reviewing all of the positions in any Unit at one time. The unit may be a Branch of a Department or a whole Department, or sometimes a distinct office only. For example, each City Post Office or Customs Port is a Unit for classification review purposes. As well as reviewing the classification of positions, the question of the proper number of positions is discussed and an establishment set up. These Unit Surveys may, and more often than not, involve questions of organization, which are dealt with at the same time as the classifications.
- (b) Classifications of all new positions, permanent and temporary are also made. These may come as a part of the Unit Survey, but usually the requests for temporary assistance come at the time the employee is actually required. (This will be dealt with more fully under the heading of "Authorization of Temporary Positions.")
- (c) The recommendation of salary rate changes and new classes. These changes come up as a result of information obtained while making the Unit Survey, as a result of the undertaking of new work by a department, as a result of the inclusion of a new unit in the classified service or as a result of general salary revisions.
- (d) The maintenance of the necessary classification files and records and establishments of positions is not a small part of the office routine.
- (e) The preparation of Reports to Council embodying the various changes in organization and classification.
- (f) During the calendar year 1937, 147 Units comprising 14,900 positions were reviewed and reported upon to the Governor in Council.

That is approximately one-third of the service.

*By the Chairman:*

Q. In what period of time?—A. In the calendar year, 1937.

## III. *Authorization of Temporary Positions*

All requests for new temporary positions are forwarded by Treasury Board to the Commission for report and recommendation regarding the necessity for the position, and the proper classification thereof.

These requests are carefully investigated and the Commission's findings reported to Treasury Board.

[Mr. C. V. Putman.]

During the calendar year 1937 about 4,150 such requests were reported on.

In order to do this kind of work successfully the Commission's officers must not only know intimately the various units of the service where these additional employees are required, but must know the actual work well enough to judge if these additional people are necessary to carry it on.

The fact that ill considered proposals for increased staff will be challenged is no doubt a deterrent to departments when entertaining proposals for more staff.

#### IV. *Special Investigations and Studies*

In order that the Commission may have data on which to base decisions or formulate policy, there are many matters about which up to date information must be obtained.

- (a) Salaries paid various classes of employees by the best outside employers of labour in Canada.
- (b) Salaries paid in the United States and Canada by other civil service bodies.
- (c) Practices of outside employers regarding leave, for superannuation, age of recruitment, preference for male or female employees, etc.
- (d) Studies of regional differences in pay.
- (e) Housing and working conditions.
- (f) Minimum rates of pay.

*By the Chairman:*

Q. This is a comparison that you make between the outside and inside service. You go around and study what is happening in industry, for instance?—A. Yes.

Q. You make a comparison afterwards between your outside observations and what takes place in the service?—A. Right.

*By Mr. Clark:*

Q. I would like to refer to a position regarding which applications were invited from the residents of Fredericton, N.B., and vicinity, for a clerk, grade 2, male, lands, parks and forests branch, Department of Mines and Resources?—A. Yes.

Q. Salary \$1,080 per annum. There was a notice sent out on April 26, the forms to be applied for not later than May 14. An amended notice was sent out on May 13, extending the date to not later than May 25. My understanding is that this was for one position. It says on the bottom of the list that an eligible list valid for a period of one year would be established.

I understand that a man has occupied the position of clerk at this place for some years. I do not know when he was appointed or how he was appointed. I had nothing to do with that in any way, but he was appointed and he has been serving. By some means this is coming under the civil service. I do not know how, but they sent two notices for an examination to be held—A. Yes.

Q. —for only one position which has been occupied. That seems to me to be a rather cumbersome arrangement. I do not know how many have applied, but undoubtedly there will be a large number and somebody will take the place, I presume, of the man now occupying this position. It seems like a very cumbersome arrangement for one position.—A. That is something which the chief examiner could probably give you more information about than I. I would have nothing to do with that, with the exception of the classification of the position, that is, setting the classification as clerk, grade 2, and the salary for it. The chief examiner, or Mr. Bland, can probably tell you more about that than I can.

Q. All that would happen in that case would be that the man would be replaced by this examination taking place. I presume the examination has taken place and that an eligible list has been established, for one position.

Mr. TOMLINSON: How long has this man been in that position, how many years?

Mr. CLARK: Two years at least, perhaps three; I am not sure.

Mr. BLAND: Mr. Chairman, I could have the facts ready in this case for Mr. Clark at the next sitting, if that would be satisfactory.

The CHAIRMAN: Yes.

*By Mr. Glen:*

Q. Mr. Putman, supposing there is a new body created by statute, such as the harbour board, and that were referred to you; would you tell us what you would do to prepare for that?—A. As a matter of fact, the harbour board was exempt from the operation of the Act. But I can tell you what we did as regards the Employment and Social Insurance Commission, because it was the largest thing that we had had. After legislation was passed, we had a request from, I do not remember whether it came from the government or whether it was not until the chairman of the commission had been appointed, to draw up plans of organization and to establish the proper number of positions to carry on the work.

We got all the various pamphlets and books and anything we could get in connection with the British Employment and Social—I have forgotten what they called their Act over there. However, it was similar legislation, employment and unemployment insurance. And we went to the Bureau of Statistics and had the Bureau of Statistics map out and get information regarding the number of people in the various centres, and then in conference, after the employment and social insurance board had been appointed, we took the matter up with them and we finally arrived at what we thought was at least a skeleton organization for them to start operations on.

As a matter of fact, when we finally completed it, we had an establishment which would have run probably 4,500 or 5,000 employees to enable them to carry on that work.

Q. After having formed a unit, do you make a practice of conducting unit surveys?—A. These unit surveys that we are making would bring up those revisions, and we are hoping that we will be able to review every unit in the service at least once in three years.

Q. Have you been doing that up to date?—A. No, not until the last two years.

Q. You do now revise every unit?—A. We are trying, yes, to get it even a shorter period than once in three years. From the way we saw things in those 14,900 positions which were reviewed in 1937, we should be able to do all the government service once in three years.

Q. Do you sometimes find that units are over-staffed?—A. We do.

Q. When you do, what do you do then?—A. We draw up an organization providing the proper number of positions and in certain instances we place employees as supernumerary, and they are not dismissed. Their services are not dispensed with, but they are carried and placed in other positions.

That situation arose in the money order branch of the post office department. When we made a mechanical installation for audit purposes, there were some 35 or 40 employees surplus to the establishment, and within a period of two or three years, three years at the outside, they were absorbed in other positions.

Q. Does your organization take into account the correlation of the service between departments, namely, the transfer from one department of a like nature to another department of another kind?—A. To a limited extent only. There have not been many inter-departmental transfers other than large units.

[Mr. C. V. Putman.]



Q. Have you, as an organization, addressed yourself to that problem, whether it is possible to transfer employees from one department to another?—A. We in theory hold that it is possible to do that, but there has not been much.

Q. Have you any practical illustrations of anything being done along that line?—A. Very few of them.

Q. Is it possible to have such an organization to correlate the different departments?—A. I think so, because of this fact, that when a large number of employees were retired from the Interior Department, some five hundred in number, we placed the names of those employees on lay-off lists, and we supplied the departments with those employees. I think over 200 or 250 have been placed from those lists which would show the possibility of utilizing surplus employees from one department in another department.

*By Mr. Deachman:*

Q. You were then in a declining period of government activity?—A. Right.

Q. Supposing the situation had been reversed, supposing that had happened in 1922, the re-employment of these men would have been far more rapid?—

A. They probably would not have been out of jobs at all, or for a very brief period, most of them.

Q. Who controls the size of the departments? We will suppose in your employment insurance business, if that had gone on and one branch of that had been established, we will say, in Winnipeg, to look after certain work—I suppose there would have been branches all over the country?—A. Yes.

Q. What determines the size and the number of men employed in these branches? Is it left largely to the local administrators?—A. Partly only. We have information enough in a broad way to know how many people there would be applying for insurance, or how many workers there may be in that centre. We knew the size of the staff then employed by both the provincial and the dominion employment bureaus. So that we had a fair idea as to the number of employees. We were probably out even as much as 25, 30 or 40 per cent, but we knew within certain limits how many employees they should have.

Q. What happens in a case of this kind? You get a rather brilliant man in charge of a department who is full of ideas and full of initiative and he starts to make that department grow by widening out his work and squeezing it at both sides and increasing the details; what control is there over that man? Is it not possible for him to run his department up beyond the real need in order to provide for himself a higher rank or a higher standard so that he considers himself a major or a colonel instead of perhaps a sergeant in charge?—A. I would say that there are two things which control that. The first thing is if he has got persuasive powers enough to get parliament to give him money enough, he will get through. Then when we look into it, if he has got jobs for these people, and the government says that that work has to be done, we have got no more to say about it.

Q. Is not the check upon extravagance the limit of the public purse; and not really within your power?—A. Very largely.

Q. And your department is concerned rather with getting the maximum of efficiency out of the workers; that is true?—A. Nevertheless if we see there is a surplus of employees, we do not hesitate to tell the department and tell the Treasury Board.

*By Mr. Glen:*

Q. What happens then, if you tell them?—A. Well, usually the minister sees—we send all of our reports which are signed by the commissioner in to the minister of the department for presentation to the Treasury Board. He is going to see that some action is taken when we make any such notation.

*By Mr. Deachman:*

Q. It is a check on the minister—well, perhaps not a check on the minister; if he is any good, he would like to have that information.—A. I would not like to put it that way, that it is a check. It is drawn to his attention.

Q. Yes, there is drawn to his attention the fact that there is a tendency there to exceed necessity?—A. Yes.

*By Mr. Tomlinson:*

Q. In other words, Treasury Board really controls the number of employees?—A. By the estimates.

*By Mr. Glen:*

Q. So far as the Civil Service Commission is concerned—suppose these appointments were under your control—have you anything to say with regard to the limitation of the number of men, irrespective of what the minister might suggest? Let me put it this way: suppose the government wishes to create a department in order to create a number of jobs for their adherents. Is there any provision in the Act or have you any power whereby you can control the number of employees?—A. I should say undoubtedly we have, for this reason, that we have to classify the positions; and if we go and find that there are employees who are not doing anything, we say so, and they do not get their positions.

MR. TOMLINSON: Have you not had some illustrations of that recently, within the last year—large requests from a certain department?

*By the Chairman:*

Q. Did you have anything to do with the re-organization of the Department of Transport and the Department of Mines and Resources?—A. We had nothing to do with the Department of Mines and Resources, and we had nothing to do with the original set-up of the Department of Transport. But since the Department of Transport order in council was passed, we have done a great deal of work in transport.

THE CHAIRMAN: Will you please continue with your questions, Mr. Tomlinson; then I will ask a few after you have finished?

*By Mr. Tomlinson:*

Q. I was wondering if in the last year, you did not have a request from a certain department for a new organization in which a great many employees were asked for or requested, where positions were requested to be opened for them, and if you did not set up an organization that would take in so many employees?—A. That might apply to a great many instances. For instance, in the Post Office Department, in the setting up of the establishment for the new postal district, the Post Office Department in a number of instances asked for more than we considered was necessary.

Q. That was done in Montreal, was it not?—A. Not only in Montreal, but Toronto; in all district post offices, as a matter of fact.

Q. Toronto?—A. Some were larger and some were smaller. But certainly in every instance they did not get all the employees or classifications they desired for them.

Q. Who in that department requests that?—A. Through the deputy minister's office.

Q. Through the deputy minister's office?—A. Yes. As far as the Toronto district is concerned, it would probably originate with the district director of postal services in Toronto and go down through to the deputy minister and be scrutinized by the minister and come up to us.

[Mr. C. V. Putman.]

Q. The minister, of course, could not be expected to know the full details as to the number of employees requested, because there are other men paid by the government to do that for him.—A. But it does not seem to me—

Q. It is the deputy minister's responsibility in requesting it?—A. Right.

*By Mr. Glen:*

Q. Suppose there is a difference of opinion as to the number of employees the department think they require and the number which the Civil Service Commission think are necessary for that. When there is a difference of opinion, how do you iron that out?—A. It would be ironed out in this way: in many instances we make reports to the commissioners which the commissioners see before dealing with them. Then we may send them to the department for the department's views. The department might say, "We do not think this is right," and they would come over and interview the commissioners and put forward their points, and the commissioners would make a decision. In many instances the commissioners' decision is that the report or the recommendation that the organization branch have made shall go to council.

Q. When you say "council," do you mean "Treasury Board"?—A. Treasury Board. As regards organization, the commission is called upon to report only, and the Treasury Board can act as they see fit. I do not know of more than half a dozen cases in ten years where the Treasury Board have changed any recommendation that we have made.

Q. Are most of the recommendations that have been sent to the Treasury Board the result of a direct conflict of opinion between the department and the Civil Service Commission?—A. It is very seldom that happens.

*By Mr. Tomlinson:*

Q. Has it not happened within this past year?—A. It may have.

Q. Listen. You are at head of this organization branch and you should know. Has there been a conflict within the last year? Take the Postal Department, for instance.—A. Offhand, I cannot answer that, Mr. Tomlinson.

Q. Will you look it up?—A. Yes. But I cannot answer now.

Q. I want to find out about this.—A. I cannot answer that.

*By Mr. Golding:*

Q. Mr. Putman, consider a period of depression such as we have passed through since 1930, when the business of the country has slackened down to a large extent. Did the department have to lay off employees during that period of time?—A. As far as temporary employees were concerned, either late in 1931 or early in 1932 the services of all temporary employees were dispensed with.

Q. In the department itself, a close check would be kept on all that sort of thing, apart from what the Treasury Board would decide itself?—A. A great many departments have now personnel officers who look after the number of employees very carefully.

Q. That is just what I was trying to get at. In a private business you would have to keep your finger on that all the time?—A. Yes.

Q. That would be kept under close supervision all the time. Then there is another point that I have often thought of, and about which I should like to ask you. It is in regard to your superannuation. Take a person that perhaps is nearing the time when he will be superannuated—in possibly two years, three years or four years, as the case may be. Suppose his efficiency is away below what it was in the previous years. You have no doubt, in a staff as large as yours, many cases of that kind. What is done, from an efficiency standpoint, in your department, when you have cases of that kind develop?—A. I can answer that in this way: the law does not provide any means of retiring a man, as you know, before he reaches 65 years of age.



Q. Yes, I know.—A. However, during the recent depression, the government saw fit to look rather leniently upon those over 60 who desired to retire; and in a good many instances men were retired under 65 years of age.

Q. What I am thinking about is this system being just as efficient as a system in private industry—private manufacturing and that sort of thing. I suppose you would find the same thing?—A. I would say that from my observation in industry—and I have been around quite a lot—

Q. Yes?—A. —that in the majority of instances the civil servants give just as good service to the dominion government as people in industry do, and in some instances better.

Q. I am not doubting that at all. In fact, I am glad to hear that. But you do hear reports sometimes that people are not efficient, that they have lost their efficiency and yet they are continued on just for the very purpose of getting their superannuation—and by staying on a longer period of time they will get this. I am not finding any fault with the set-up or anything else. I am only asking for information. I am glad to know, as you say, that you have efficiency just as you would have in private industry.—A. I would say this: I would say that I know there are certain instances of that kind. But after a man has served, twenty, twenty-five or thirty years in the government service, and there is no way of giving him superannuation, it would be a pretty hard chief or deputy minister who would put him out without superannuation, it seems to me, on account of inefficiency. I think that is the reason that sometimes that is done.

Q. I think likely that is right. There is just another thing there. What kind of an efficiency system have you in the departments?—That is, you have a thousand clerks, we will say, and one clerk will do twice as much work, possibly, as another. What check-up have you had on that? You have the same thing in private industry, but it is closely checked.—A. That is left to the department.

Q. It is?—A. Yes.

Q. But there is a check made on it?—A. In some departments there is a very careful check made; in other departments there is not so much of a check. I may say we are working on that problem now, and we have not yet arrived at the place that we care to report.

Q. You did have some efficiency experts go through the system or go through the departments at one time, did you not?—A. It was at the time classification was made. That was not with a view to determining individual efficiency. It was classification of positions.

Q. And the output of work?—A. Yes.

Q. Do you not think that, in the interest of the service, it could be very well done?—A. Yes, I think if a proper system of reporting could be prepared, it would be.

*By Mr. Glen:*

Q. Within the department? Reporting within the department?—A. Yes; or even a broad reporting to the Civil Service Commission.

*By Mr. Tomlinson:*

Q. Would it not be better if it was individual reporting in each department?—A. It is one of the biggest problems that the civil service people have tried to tackle, this question of proficiency rating.

Q. It would describe a man's efficiency in that particular department if there were a report every year?—A. In certain departments they have that now.

*By Mr. Deachman:*

Q. Take the Post Office Department. It is more like a commercial enterprise than the ordinary government department?—A. Yes.

[Mr. C. V. Putman.]

Q. Would it be possible to measure the value of services for a unit of work, as you can do with the railways? With the railways, you can calculate precisely what it costs to move a ton of freight a mile. Could you do that exactly with the Post Office Department—determine from year to year what it costs to move a dollar's worth of mail?—A. I think you could if you could limit it to very restricted classes. The trouble is that in Montreal, Toronto, Winnipeg, Vancouver, they have employees whose line of work is very restricted. They are on forward sortation and forward sortation alone. When you get down to the other post offices which that mail goes through, and a man is doing a half a dozen different things, you could not.

Q. I am thinking more of the comparison between one year and another in the operation of a department like that. Could you show a comparison of the ratio of that department, if we went after it?—A. The Post Office Department have got men over there right now who, they hope, are going to be able to do that kind of thing.

Q. There is another question I want to ask; and if you do not want to answer, all right. I just want to get the point brought out. This charge is made frequently in regard to civil servants, that they feel that their position depends upon what might be called the application of office politics, and therefore they start in with their jobs and they spend a certain limited time on their work and the rest of the time is spent in worrying over their troubles. Now, I want to get—

Mr. TOMLINSON: What is their trouble?

*By Mr. Deachman:*

Q. I am coming to that. I want to get this point clear. Is it true that if a man goes into an ordinary business he feels that efficiency will be rewarded in that particular business? Let us take the case of a manufacturing plant or a railway, I think preferably the manufacturing plant, as an example. He thinks that his success depends upon his efficiency, and in so far as he carries out the work efficiently and serves the company well he is likely to be promoted; but is there not a feeling, justly or unjustly, on the part of the members of the civil service that that will not follow, and that therefore he must spend a lot of his time doing two things, playing office politics, getting himself in the boss' eye or doing something else to get himself promoted, and the rest of the time spend in working?—A. I would not think there is more of that, Mr. Deachman, in the government service than in private industry.

Q. I am going to ask the same question of Mr. Bland when he comes back.

*By Mr. Golding:*

Q. Now, reverting to this efficiency business. Take a person who is in a department and is therefore made permanent. Does the fact that they are made permanent and know it have a tendency to make them believe that their services cannot very well be dispensed with, and if they slow down, well, it does not matter very much anyway?—A. I would say certainly in recent years, since the large number of employees were let out from the Interior department, that the question of permanency does not enter into the thoughts of the permanent civil servants nearly as much as it used to do.

Q. As I said before, I am asking you these questions because these are some of the things we are told. Now, personally as far as I am concerned I am interested in seeing the merit system improved and worked as people expect it to work in connection with administering the affairs of Canada; and if we can have the assurance that these things are carefully looked over and dealt with I think it will help us to have more confidence in the service.

*By Mr. Deachman:*

Q. A man's position can be abolished, can't it?—A. Of course it can.

Q. And he is out of a job?—A. Yes.

*By Mr. Hartigan:*

Q. Let us take it from a scientific standpoint. Suppose a young man goes into the service; for instance, the Fisheries department is the most glaring example I can think of in the service. Take a young scientist who goes in there who had probably been working on fish culture and that sort of thing for a number of years. When he gets there he has to lie back and abandon all hope of progress—that is what it looks like to me—while older men are holding down the positions. I have nothing to say against the older men except this, that they dictate how far these young scientists may go and how far they may express their opinion or anything else, and I think it is detrimental to the service of the Fisheries department. Do you agree with that?—A. Well—

Q. I do not say you should have to get rid of the older man; there should be a way to keep him on until his pension is due. No one wants to deprive him of his pension after serving a number of years and giving meritorious service; but there should be an avenue for these young scientists to contribute their usefulness to the country—A. Well, when you quote the Fisheries department, perhaps your difficulty is in connection with the Fisheries board and not with the civil service, because most of the scientists employed are employed by the Fisheries board who are not under the control of the Civil Service Commission at all.

Q. You advertise?—A. The positions that are advertised—

Q. You advertised two or three days ago for a man, and one of the qualifications that you asked for was that he should be an expert in fish culture?—A. Yes.

Q. Have you any idea what that means?—A. Well—

Q. Have you any idea where it could be learned; is there a school in Canada teaching it?—A. I doubt if there is a school in Canada.

Q. There is not one. There is one in the United States, I believe, and still you advertise for a man for the Fisheries department acquainted with fish culture, and there is no place from which he can acquire the information necessary unless he goes to the state of Washington?—A. I think there is one there.

Q. This was an application for a third grade position. On the other hand you have real scientists, scientific men in the Fisheries department who probably could contribute a great deal to the fishing industry of this country, and yet they cannot get ahead because of the old timers who are on top; consequently these young men have to close their eyes and abandon all hope of getting along. There should be some way devised to give these young men a chance.

*By the Chairman:*

Q. Mr. Putman, I have just a few questions to ask you. Do you know that book (indicating) "Classification of the Service"?—A. I do very well, Mr. Pouliot.

Q. In fact, it was prepared by your branch?—A. Yes.

Q. Will you please tell me how many kinds of positions there are in the civil service?—A. Well, we figure that there are about 2,500.

Q. 2,500?—A. 2,400 to 2,500 different kinds of positions.

Q. Do you not think that is too much?—A. In some ways I do and in other ways I do not.

Q. Don't you think it would be possible to act with a very large number of positions in accordance with the classifications that you have for stenographers and clerks, grade 1, 2, 3 and 4 for clerks—there is no grade 4 for stenographers?—A. No.

Q. No fourth degree. But would it not be possible to do something on these lines in order to simplify the work of the commission and an understanding of promotions?—A. Well, there are two ways of looking at it. I have during the last year examined very carefully into this question of a simplification

[Mr. C. V. Putman.]



of the classification; and if by simplification is meant a reducing of the number of salary ranges, why that could be done; but there is no question about it that we have 2,400 different kinds of positions; that is people for 2,400 different kinds of things and when we want to advertise a position why it is not one of a dozen it is one of 2,400 positions.

Q. I know it, and that makes the work much harder?—A. I won't admit that; I think it makes it very much easier.

Q. It is not a question of admitting that; but it is evident, Mr. Putman, that it is much more difficult for you or for anyone in your organization branch to make a classification of civil servants when there are 2,400 different positions than if there were a hundred classes of positions?—A. Well, it is going to cost the government of this country a considerable larger amount of money if we now attempt to do the thing that they did in the United States, draw up a series of classes with about 68 or 70 salary rates, and try to put the service in Canada within these boundaries; it is going to cost a tremendous amount of money—

*By Mr. Hartigan:*

Q. Is it mandatory to increase salaries in this reclassification?—A. I did not understand that. The law says that each class must have a minimum and a maximum.

Q. Is it necessary to raise the minimum in all classes in order to reclassify. Nearly all the reclassifications that you are making in the department are costing the department more money, are they not?—A. Usually so, yes.

Q. Nearly every time we see it, it is a reclassification and an increase in salary?—A. Yes.

Q. How much has it increased the salaries of the departments of government altogether, so far as you have gone?—A. I could not tell you.

Q. Could you find that out for us next day?—A. I very much doubt it.

Q. Why?—A. It would take a tremendous amount of research.

Q. I know; but the gross amount. Give us the gross amount paid before reclassification and since reclassification. Surely that should be readily available?—A. It would show a decrease if we were to take it over the twenty years we have been in operation.

Q. A decrease?—A. Yes.

Q. Not with the same number of people?—A. Yes.

Q. It would?—A. No, not with the same number of people, a reduction in the number of people.

*By the Chairman:*

Q. I should like to continue my line of examination. Have you any other questions, Mr. Hartigan? I should like to continue with my series of questions if you do not mind, in order that there be some continuity to them.

Mr. TOMLINSON: I have one or two questions I should like to ask.

The CHAIRMAN: I will not insist upon it, but I should like to ask a series of questions without being interrupted. If any member has any questions to ask I would suggest that he ask them now.

*By Mr. Tomlinson:*

Q. I should like to mention here the fact that a while ago you stated there were some 200 of these laid off in the Interior department who were replaced?—A. Yes.

Q. I am informed in a great many instances they had to accept very much lower grade salaries on their replacement?—A. No, not exactly that, Mr. Tomlinson. We gave them preference. Suppose there was a clerk grade 4 or a clerk grade 3 that was laid off, or a principal clerk. If there was a grade 3

vacancy we gave him the grade 3 vacancy, and there are very few grade 4 principal clerks and higher grade positions to go around, so we gave him an advantage in every case.

Q. How do you mean?—A. We allowed him to take any position for which he had qualified. For instance, if he were a clerk, grade 4 and there were no clerk grade 4 vacancies available—there might be a grade 3—we gave him the advantage. He could take either grade 2 or grade 3 when they came out.

Q. You say that all those that were laid off in that department were replaced. Take, for instance, the men who had served twenty years in the service. Would you say these have all been re-employed?—A. No, because a good many of those who had twenty years' service figured that with the superannuation that they were getting it would not pay them to come back, they might better try to get a job outside.

Q. Those who had not reached age 65 would not be superannuated?—A. Yes; all these people were superannuated.

Q. Every one of them?—A. Yes; those without ten years of service had a gratuity of ten months' salary, and those who had more than ten years of service had actual superannuation; and when they came back to work the ruling was that they had to drop their superannuation for that time and accept the salary of the positions that they were occupying.

*By the Chairman:*

Q. Now, Mr. Putman, with regard to the classification of the civil service, there are a great many cases where there are at least four and five sets of different salaries. There is, at least, an average of four different salaries from minimum to maximum?—A. Yes.

Q. For the same position?—A. Yes.

Q. Therefore the total different salaries are at least 10,000, if we take an average of 4 and multiply it by 2,500?—A. I suppose if you want the figures—yes, that is perfectly right, if there are four different grades in each class and there are 2,400 or 2,500 different classifications. That would give you 9,600 or 10,000 different salary rates; but a good many classes have the same salary, Mr. Pouliot.

Q. Yes, some classes have but not all?—A. No.

Q. For instance, let us take chiefs. The amount of salary varies a lot from the beginning to the end, does it not? I have here a chief, Bureau of Records. It appears on page 15. On page 15—I take it at random—on page 15 you will see Chief of the Bureau of Records, Royal Canadian Mounted Police. It starts from \$3,120, and the maximum is \$3,720. There is a range there for the chief of the charting division of from \$3,000 to a maximum of \$3,600; a difference of \$120.—A. Yes.

Q. How do you account for a difference such as that? I do not ask it about these two positions particularly, I would like to have a general interpretation of the way the salary is fixed.—A. I think, Mr. Pouliot, perhaps if I were to supply you with copies of what we call our service list from which these classifications are drawn up you would understand better the way in which the amounts are arrived at. I do not believe that has been supplied to the committee. It is a division of the classification under the various services; that is, into the engineering services, the professional men, the clerical men, the inspecting and investigating men, and the classifications grouped within skilled and unskilled labour. We have these all subdivided so that you can see how this alphabetical index is built up; and I would be glad to supply that, it would illustrate that point.

Q. Could you supply it to each member of the committee; could they each be furnished with a book like that? Have you got some in reserve?—A. I think I could, yes. I can supply you with 15 or 20 copies anyway.

[Mr. C. V. Putman.]

Q. Because, when documents are filed with the clerk it is pretty difficult for members to go through them, but if they have the books in their rooms they could consult them at leisure and see what they are about. Sometimes there is a slight difference, only \$60.—A. I can explain that difference that you have brought out in connection with the chief of the Bureau of Records of the department of the R.C.M.P. and the chief of the charting division—

Q. Those positions are not of general interest, I just picked them at random in order to arrive at an understanding as to how the salary range is established by your branch. Will you please give that explanation on broad lines in order that we may see your way of proceeding in these matters?—A. It happened that the chief of the Records division of the department of the R.C.M.P. is more or less a clerical position in charge of very valuable mostly secret records of the Royal Canadian Mounted Police and we placed him on a par with what we call a chief clerk, but for departmental reasons they preferred to call him the chief of this Records Bureau, so we set up a class Chief of the Records Bureau. Chief of the Charting division is a man who is in charge of the Charting division in the Hydrographic Survey branch of the Department of Mines and Resources and he is in charge of a certain proportion of the charting and it just happens that the salary fits the engineering range. It is a more or less sub-professional job, and it fits the engineering range of salaries of engineers and has absolutely no reference at all to the salary for a clerical position such as chief of the Records division of the R.C.M.P. And, if I supply you with this index of classification by services I think you will see the way in which the classification has been built up along logical lines.

Q. Yes. Well now, look at page 24. There is a curator of the Rocky Mountain park museum; a custodian and adjuster of survey equipment; and a custodian of prints in the National Gallery of Canada. Each of these positions starts from \$1,800 a year, and for the first man the maximum is \$2,520; for the second the maximum is \$2,400 and for the third the maximum is \$2,160?—A. Yes.

Q. Well, if they have the same minimum how do you account for this difference in the maximum?—A. Because we consider the value of the work in the limit; that the job of custodian of prints in the National Gallery of Canada is not worth more than \$2,160; and that the custodian and adjuster of survey equipment was worth no more than \$2,400; but the position of curator of the Rocky Mountain park museum was worth \$2,520.

Q. It is left to the judgment of the organization branch to decide the amount?—A. After we have looked into all the various things about the position we try to arrive at a salary that looks fair and reasonable and comparable with whatever people are being paid outside.

Q. Yes, yes; but it comes to what I have said; it is left to you and the judgment of the organization branch?—A. Yes.

Q. And then the officials of the organization branch submit the whole thing to the board?—A. We submit it to the commission for approval after consultation in every case with the department.

Q. Yes?—A. We never do this without consulting the department about it.

Q. I did not get very well what you said earlier. Do the requests for positions come from the department or from the Treasury board—these requests for reclassification?—A. Oh, the requests come from the department.

Q. They come from the department?—A. Yes.

Q. And the department writes to the secretary of the Civil Service Commission?—A. Right.

Q. And the secretary sends the letter received—you send them your memos—you call them memos?—A. Yes.

Q. In respect of the memos which you have submitted to the board during the last few years—say, the last five years—were many changes made by the board on these classifications?—A. On occasions there have been, yes.



Q. Yes; but what was the proportion?—A. I would hesitate to say.

Q. The percentage?—A. I would hesitate to say. I would not know.

Q. No, but you are not—A. There were not very many.

Q. Would there be 5 per cent; or 2 per cent?—A. Well, there certainly would not be 5 per cent. I do not think there would be 2 per cent.

Q. Between 2 per and 5 per cent?—A. Yes. But there is this that must be considered, that in a great many instances before any of our official reports are written, if it is a matter of magnitude we probably discuss that on a number of occasions with the commissioners before it ever goes to them.

Q. Yes; but some of the members of your staff are engaged in departmental work, aren't they?—A. Yes.

Q. And it is humanly impossible for you to check all their work—A. It depends upon what you mean by check the work.

Q. I mean, suppose the deputy postmaster general or the deputy minister of any other department—say the Department of Pensions and National Health—writes you for a reclassification and you send one of your men there, the man who is supposed to go there makes a report?—A. Yes.

Q. And also every other investigator has a report to make on the work he is doing?—A. Yes.

Q. And it is impossible for you to check in detail all these reports. You have to rely on your men?—A. Well—

Q. Otherwise it would be of little use for you—A. It is a combination of both. Any of the reports certainly which have gone through over the signature of the chief of the organization branch to the commissioners have been checked in so far as any supervisory officer can check the work of a subordinate officer.

Q. I know very well, Mr. Putman, that you could do that if it ran only in the hundreds, but when it runs into thousands, a man, however able he might be, could not go through all that detail. You know that very well yourself?—A. Yes, but there is this point I would like to make in that connection. In connection with positions in the Post Office department and in departments where there are a large number of employees they group into specific classifications; for instance, in the Post Office department a great many of the men are either letter carriers, postal clerks, mail sorters, senior letter carriers, senior postal clerks, and so on. When we know what kind of work a man is doing it is not much of a job to place him; and of that 14,000 odd positions I suppose half of them are positions of a kind which we can determine the classification on without any question of doubt, and about which no question ever arises.

Q. Yes?—A. And it is the other two or three thousand positions that are of a specialized nature which take up the time of the supervisory officer.

Q. Now, Mr. Putman, you have said that during the last calendar year, 1937, the department asked for the classification of 147 units?—A. Yes.

Q. Representing 14,900 positions?—A. Yes.

Q. From memory could you tell us how many special requests you had for the previous calendar year, 1936?—A. No, I have not the 1936 figures in my mind. I have the figures, but I haven't them in my mind just now.

Q. Yes. Well now, did you clear your desk—I mean the organization branch—regarding the departmental requests for classification that you received in the calendar year 1936?—A. Oh, no. There are always some hanging over. There are not a great many.

Q. And, did you clear your desk regarding the classification requests that you received from the departments for the calendar year 1936?—A. I think it was only after the end of 1935—it was during the calendar year 1936 that the Treasury Board allowed us again to go into the departments and make reports on organization and classification matters; because after 1932 the Governor-in-Council advised us that we were not to give promotions, re-classifications or anything else.

[Mr. C. V. Putman.]

Q. It resumed in 1935?—A. Sometime then.

Q. And, have you got some of the classifications which are still unfinished for 1935?—A. I would not think so. We might have. There might be the odd unit here or there that we have had in our hands as long as that. I doubt it very much; however, it might be so. I would not say it was not.

Q. What is the governing factor determining which investigator will review the case?—A. Well, it has been our practice to assign the work in any department to an individual investigator.

Q. Was he always in the same department?—A. No, not always. They have been moved around to a certain extent.

Q. Yes; but, who decides about it; do you decide that as chief of the organization branch, or does the board decide that?—A. As a general rule what I have done is make my decision and report it to the commissioners for their concurrence; that is, if I am making a change.

Q. Yes. How long do you leave the investigators in charge of each branch of the government?—A. As a matter of fact some investigators have never been moved from the departments because they have been so satisfactory there that it was in my opinion undesirable to move them.

Q. Yes?—A. And others at no stated interval at all.

Q. Yes? Does one man do all cases of a certain type; or, does he handle all cases in a certain department?—A. Certain investigators are specialists on certain things. For instance, pretty much accounting positions, where there are accountants, have been left to one investigator; and positions in agriculture have been left with one investigator. Outside of that, not so.

Q. Yes; but that is not exactly my question. I asked you if a man does all cases of the same type in the different departments or does he handle all cases of certain departments. I understand that Mr. Jackson is in charge of all cases in the Department of Agriculture?—A. That is right; with the exception of the Comptroller of the Treasury's office the Department of Agriculture is handled by Mr. Jackson.

Q. But that is a minor point.—A. Yes.

Q. I want to know if there are some of your men who handle all cases of a similar type in various departments?—A. Yes and no. In certain instances, I have assigned investigators because of their special knowledge of a special phase of work in a department. For instance, on two or three occasions questions more of organization than of classification have come up in connection with the central registry, and Mr. Medland has had a great deal of experience on that and I have assigned him outside of his own department to that work. Another investigator handles all accounting positions.

Q. All accounting positions?—A. Yes.

Q. Therefore, your men can be divided into two classes, those who are in charge of one or two departments or more—all positions in those departments?—A. Yes.

Q. And those on positions of a similar type?—A. Nevertheless, even the ones who are doing specialized work will have certain departments of their own to look after.

Q. Yes, but you have no investigator who looks, for instance, after the clerks, and no one who looks after the stenographers?—A. No.

Q. And no one who looks after inspectors or positions like that?—A. No.

Q. You have a man who looks into the financial side of each department?—A. Right.

Q. Including the finance department?—A. Right.

Q. Is it believed that certain departments have received more favourable treatment than others because of certain investigators being more lenient or fair-minded?—A. That is a pretty hard question to answer, but, in my opinion, no; because I would not be on my job if that were so. That is part of my job to keep the thing straight.

Q. Does an investigator look into claims for salary adjustments of men senior to himself?—A. On occasions, yes.

Q. If so, can an investigator drawing, say \$3,420 be considered qualified to pass on the merits of the work and the qualifications of a \$6,000 man in one department?—A. That is one of the things that a man learns after many years of training, the monetary value to be placed on various kinds of work, and he learns through experience and through talking with other investigators the monetary value to place on various kinds of positions. And we have reference to all of the information that we can gather about salaries paid in various universities and the larger corporations, so we know pretty well what salary should be offered for any kind of a position that appears in the government.

*By Mr. Hartigan:*

Q. Are your salaries in line with those paid by outside employers, corporations, and so on?—A. I am glad you brought that point up. As far as the clerical salaries are concerned and the lower grade positions, I think we pay better; but after we reach some place between \$3,000 and \$4,000, the government service is compressed, so that the people in outside employment get a good deal better and a good deal bigger salary than those in the government service.

*By Mr. Deachman:*

Q. Give us the reason for that. Why should there be that attitude on the part of the government?—A. Largely, the employees engaged for the government do not have to show profit. In outside industry a man must show profit to hold his job. Then there is the safety of employment, to a certain extent, in the government service, and some people seem to desire that kind of employment.

Q. Is the fact that there is public criticism of high salaries in a democratic country an answer to it?—A. That, undoubtedly, has some bearing on it, because we certainly hear about it when we employ a man for \$4,000 or \$5,000 a year.

Q. You have no means of measuring his value?

*By Mr. Golding:*

Q. Does not the assurance of permanency go a long way?

Mr. HARTIGAN: Coupled with superannuation.

*By Mr. Golding:*

Q. Yes, coupled with superannuation.—A. I think it does. But, nevertheless, I do not think that there is any question about it that a good man in outside employment expects to get more money.

*By Mr. Deachman:*

Q. Do the factors of superannuation and permanency not tend to attract to the service the less adventurous men, the men who are less daring and who are seeking safety? They are seeking the dug-outs rather than the open field?—A. Well, I would not say that from the type of applicants we get for the better positions.

*By Mr. Tomlinson:*

Q. There has been a lack of demand, though, for high-salaried men in the outside service this last few years?—A. The last few years, yes, but in connection with the competition we held for those proposed positions in the Employment and Social Insurance Commission, we had some excellent persons apply for the higher-grade positions. Of course, that was during the depression years.

[Mr. C. V. Putman.]



Mr. GOLDING: I think what everybody is striving for is security.

Mr. HARTIGAN: Yes, and the hours would have some bearing upon it, the short hours.

Mr. DEACHMAN: It was not that way when we were young.

*By the Chairman:*

Q. Would it be well to establish a board system in connection with cases such as I have referred to, of one of your men drawing a salary of \$3,420 passing judgment on the qualifications of a \$6,000 man?—A. I would say this—

Q. Just a minute, please. To establish a board system in connection with these cases or have the commissioners themselves do the investigating?—A. Well, I would say that in almost every instance where any of the investigators are dealing with salaries much over \$3,000 the discussion in the organization branch is very general and they certainly never do anything without discussing it with me.

*By Mr. Tomlinson:*

Q. In other words, if you were to follow out the suggestion of the chairman, you would have to have a man as an investigator drawing a very large salary, would you not?—A. Well—

Q. I do not think a man's brains or his knowledge should be judged by the salary paid him.—A. I do not know. We think that we have dealt with these things in a very satisfactory manner; at least, we have had no complaints about them, and I think our people are probably more competent than any other people, certainly more competent than any others in the government service.

*By Mr. Hartigan:*

Q. How many investigators have you?—A. I have nine.

Q. Are they all competent?—A. I would say so.

Q. Do you consider them all competent?—A. Yes.

Q. Are they all of the same grade?—A. No, they are of different grades.

*By Mr. Tomlinson:*

Q. Have you ever had any difficulty with them?—A. Oh, occasionally we do, yes.

Q. What do you do when you find that an investigator is incompetent?—A. Well, the only incompetent investigators that we have had, we got rid of.

*By the Chairman:*

Q. Mr. Putman, why are the classifications so numerous as 2,500?—A. Because there are that many different kinds of employment in the government service. We have everything in the government service from a golf-instructor to a cook down at the Royal Military College.

Q. You know very well that in the pre-Griffenhagen days the salary scales were on a broader basis?—A. In the pre-Griffenhagen days there were cases that we discovered where \$4,000 men were doing the work of \$1,200 clerks. We did not have a classification in those days. We did not pay men according to their value, we paid them according to the rating that they were given—2-1; 2-a or 2-b. We found a great many people who were receiving more money than their jobs called for.

Q. Why is it that the organization branch takes so long to make investigations involving organization in view of the fact that the Mines and Resources and Transport departments organized their whole departments in a comparatively

short time without the services of the commission?—A. I do not know about the Department of Natural Resources, but I do know our people are engaged just to the limit of their time on the work that we have to do, and if things go behind it is simply because we have not enough investigators to carry on the work.

Q. Does the successful organization of these two departments indicate that departments should carry out their own organization subject to the usual control by the treasury board, leaving the commission to conduct examinations, promotional competitions, and so on?—A. I do not think so.

Q. Has the organization branch any criticism of the re-organization carried out in the case of the Departments just mentioned?—A. I do not care to express an opinion on that.

Q. I ask you that as a witness. Do you think that the organization of those branches has been wrongly conducted?—A. Well, I do know this, that after the Department of Transport had completed its paper set-up they asked us to go in and do the necessary re-organization work which we have done, and I think it was satisfactory to the department. Now, I cannot make any statement about the Department of Mines and Resources.

Q. In what respect would your branch have changed the organization as finally put through?—A. That is something that I would have to give considerable study to before I would even venture an opinion.

Q. You never made a personal study of the work that was done by your branch?—A. Not of that particular work. I do think that some of the salaries set are out of line with those now being paid other similar positions in the government service. But, further than that, I have not gone.

Q. Would any betterment of the public service have resulted from the organization branch carrying on the organization work in those two departments?—A. I think so.

Q. Now, Mr. Putman, it is not only a matter of opinion, I would like you to qualify your evidence on that point.—A. Well, we are trained in doing that kind of work and departmental officers generally are not, and that is the reason I make that statement.

Q. What was wrong in the re-organization of those two departments? On broad lines you may make some constructive criticism.—A. There is only one criticism that I might make, and that is that in the organization, instead of consolidating, they further split survey services.

Q. They split survey services?—A. Yes.

Q. In the Department of Mines and Resources and in the Department of Transport?—A. No, not in the Department of Transport, in the Department of Mines and Resources.

Q. Because you know that there are survey services in the canal branch?—A. As I say, the examination that I have made of that has been entirely superficial, and that is only by way of observation. There may be a reason for it that I do not know.

Q. Perhaps you made a superficial survey of the whole thing for your own satisfaction, but you have had your experience as chief of the organization branch for several years, and that is why I asked for that. If departments conducted their own organization work and the commission dealt with appeals would there not be fairer treatment of employees?—A. I do not think so. I do not think that there could be any fairer treatment of employees than is given under the present way of doing things.

Q. You do not think that the commission could act as a check on the departments in case of an appeal and would not have to justify their own organization work, as they apparently now feel they must do?—A. If the commission were to be competent to do such as a matter of criticism or, as you say, handle appeals, they would have to have a trained staff in order to appraise themselves of the propriety or the thoroughness with which the departments had done the work.

[Mr. C. V. Putman.]

*By Mr. Tomlinson:*

Q. Then you would have a double staff?—A. Yes.

Q. You would have your staff and a new staff in the department?—A. Exactly.

*By the Chairman:*

Q. Was there an organization staff in the Department of Mines and Resources and in the Department of Transport when the organization was made?—A. I presume there would be some sort of staff.

Q. Did any heads of interested branches meet together with the deputy minister or minister?—A. I have no knowledge as to whether that was done or not.

Q. To your personal knowledge you know of no organization branch within the Mines and Resources Department?—A. No.

Q. Or the Transport Department?—A. No.

Q. Therefore, when you said something about it, you spoke perhaps too quickly. Does the initiative in organization matters rest with the department?—A. Usually it does. But under the law it is not necessary that it should. That is, the commission, of its own volition—

Q. I am not interested in learning about the law. I would like to know about the practice, the followed practice.—A. I would say that the practice has, up to the present time, been that the department has initiated the action.

Q. In other words, does the organization branch deal only with requests received or does it attempt to make any systematic review of the service and suggest changes in advance of departmental requests?—A. Yes; we have, in many instances, suggested changes—and changes of a major nature—which departments later have adopted.

Q. Yes?—A. For instance, I can give you two or three instances of that.

Q. All right.—A. The first instance is the district director of postal services. That was first suggested by myself to the department as early as 1924 and it was ten years before the thing got around to being established.

Q. When was it established?—A. During 1936 and 1937.

Q. Yes?—A. Then there was the question of the mechanical tabulation of customs records. We suggested that before the senate committee of, I think it was, 1924, or maybe 1925. During the last year that has been accomplished.

Q. Yes. But that thing had nothing to do with classification?—A. It was a question of organization.

Q. It was simply something to make the work easier.—A. It was a question of organization.

Q. Yes, it was a question of organization, but not of classification?—A. Well, it eventually works out that it is a question of classification, for the simple reason—

Q. That machines will replace men?—A. Partly, yes.

*By Mr. Deachman:*

Q. How far has mechanization gone in these departments? Has it gone as far as it has in government departments in other countries, or has it gone as far as it has in private industry? Is there any retardation of mechanization by the thought within government circles that they are depriving men of employment?—A. No, I do not think so. I think mechanization has gone about as far as is consistent with the needs of the government service.

Q. As far as is economically possible?—A. I think so. There are several places where I know they had installed it and then they took it out.

Q. There is no point at the present time at which, by assuming an additional capital expenditure, you could lower the wage cost of doing the work and make that change pay—so that the savings in wage cost would be greater?



—A. I think there are places where there could be certain small changes made, which probably over the course of time would reduce the personnel costs.

Q. Yes?—A. I have in mind now the mechanization of the saving bank branch of the Post Office Department.

Q. Yes. I imagine that would be one department.—A. I think maybe, by the installation of some machinery there, they might make some saving, but it would not be big enough—

Q. To pay, to amortize the capital cost?—A. Nothing the same as the changes that were made down in the money order branch of the Post Office Department, when the Hollerith audit was put in for money orders and postal notes. They would probably have had nearly a thousand employees employed doing that audit work now if they had not got the machine.

Q. Does not the Post Office Department, considered from the standpoint of effective work, efficient work, maintain a pretty high standard?—A. I think it does, yes.

*By the Chairman:*

Q. Mechanization of the office was done extensively in the office of the comptroller of the treasury, was it not?—A. That was one of those offices where I was thinking they put it in and took it out again.

Q. Yes, they had a lot of adding machines. Does the department at the time of investigation usually communicate what rate it thinks should be given to a certain employee?—A. Mostly; although there are some departments that have asked us to come in and tell them what we think they ought to pay their employees.

Q. Have there been any instances in which investigators recommended a higher rate than that proposed, or suggested increases where none were asked for?—A. Yes. I would not say the cases were very numerous; but there are certainly a good many cases.

Q. Can you give some instances?—A. I do not know that I can offhand, but I can get you such instances. I do not think of any offhand, but I do know that we have done so.

Q. Would you please give us some instances at the next sitting, if possible?—A. Yes.

Q. You may take a note of that. I should also like to be supplied with a list showing (a) the date on which the department gave the first intimation of desire to have action taken involving services of organization branch and (b) the date on which the final decision of the commission was communicated to the department. I would like to have that for the units of 1935, 1936 and 1937, the calendar years; and I wonder if it would not be possible to have that to-morrow afternoon?—A. I could not possibly have them in that time.

Q. The day after to-morrow, then?—A. I will do the best I can, but I cannot have them to-morrow.

Q. I am not asking for days. I am asking for the units from the departments?—A. I know. But it means probably our drawing three or four hundred files, because we have not got that information other than on the files.

Q. When will we have the revised chart of the Treasury Board?—A. I do not know. We have not got it yet from the comptroller of the treasury.

Q. Will you please give him a call to-morrow?—A. Yes.

The CHAIRMAN: Would you please write to the comptroller of the treasury, Mr. Doyle, and tell him that we want those charts very badly, and there is no excuse at all for him being so late in answering that.

[Mr. C. V. Putman.]

Mr. BLAND: In fairness, might I say a word?

The CHAIRMAN: Yes.

Mr. BLAND: We have that information now. I made an inquiry this afternoon and we hope to have the charts to-morrow or next day.

The CHAIRMAN: Thank you. We will adjourn now until to-morrow morning.

The committee adjourned at 5.50 p.m. to meet again on Tuesday, June 7th, at 11 a.m.















cor. doc  
ion  
20m  
C

CA1 XC2  
-38C58

SESSION 1938  
(HOUSE OF COMMONS)

SPECIAL COMMITTEE

ON THE OPERATION OF THE

*Causes*

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 25

TUESDAY, JUNE 7, 1938



WITNESSES:

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.  
Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.





## MINUTES OF PROCEEDINGS

June 7, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11 o'clock, a.m., Mr. Pouliot, the Chairman, presided.

Members present were: Messrs. Cleaver, Deachman, Glen, Golding, Green, Hartigan, MacInnis, MacNeil, Mulock, Poole, Pouliot, Spence and Tomlinson—13.

### *In attendance:*

Mr. C. H. Bland, Chairman, Civil Service Commission,

Mr. A. Potvin, Commissioner, Civil Service Commission,

Mr. C. V. Putman, Chief of Organization Branch, Civil Service, Commission, and

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

Mr. C. V. Putman was recalled and further examined.

Mr. Putman tabled a list of classes by services showing service, rank, class and code numbers (for distribution to members).

On motion of Mr. Hartigan,—

*Ordered*,—That the Committee be supplied with copies of the chart of the Department of Agriculture similar to that submitted by the Civil Service Commission.

Witness retired.

The Committee adjourned to meet again at 4 o'clock, p.m., this day.

---

4 o'clock p.m.

Members present were: Messrs. Boulanger, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, MacInnis, MacNeil, Mulock, O'Neill, Pouliot, Spence and Tomlinson—15.

Mr. C. V. Putman was recalled, further examined and retired.

Mr. S. G. Nelson was called, Sworn, examined and retired.

The Committee adjourned to meet again Wednesday, June 8th at 4 o'clock, p.m.

J. P. DOYLE,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 7, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Gentlemen, we have a quorum. We will proceed. I will ask Mr. Putman to come forward.

C. V. PUTMAN, Chief of the Organization Branch, Civil Service Commission, recalled:

Mr. MULOCK: Just before you proceed with Mr. Putman, I would like to call the attention of the committee to something, Mr. Chairman. On Saturday morning the Ottawa *Citizen* stated that I brought out from Mr. Bland that forms had been sent to the president of the Liberal association. I would like to refer the *Citizen* to page 800 of the report of our proceedings where it will be seen that the answer the witness gave was that Mr. Garret Tyrell, secretary of the Liberal-Conservative association of Toronto at 724 Fleet street was sent copies of the advertisement and a supply of application forms. Perhaps now that the Conservative party is considering leaving the word "Liberal" out of their title there will be no occasion for misunderstandings in the future.

The CHAIRMAN: "What is in a name;" as Shakespeare says?

Mr. DEACHMAN: What difference does it make anyway; as long as you have a merit system the Liberals will always get the jobs.

*By the Chairman:*

Q. Yesterday, gentlemen, we had a most interesting day and I am sorry that some of you were unavoidably absent. I would like to give you a short summary of the evidence given by Mr. Putman yesterday. I think you should have a summary of the evidence given yesterday, if you don't mind, gentlemen. In the first place, Mr. Putman, you have mentioned an example of the organization work done by the organization branch. I remember that I read in the daily press at the time some of the advertisements concerning positions in the Employment and Social Insurance Commission?—A. Yes.

Q. There were not more than half a dozen of them advertised?—A. I think five or six of the chief positions were advertised.

Q. And they were the only positions that were advertised?—A. Yes.

Q. And that was the work that was done by the commission?—A. Leading up to the advertising of these positions the organization plans were drawn—

Q. Yes; but it was just a skeleton of an organization plan?—A. Quite.

Q. With five or six positions.—A. You might like to know that the commission prepared an organization plan covering a great many more than five or six positions; it covered probably, anticipating, some place in the neighbourhood of 4,000 positions.

Q. Yes. Mr. Bennett in the house said at the time 6,000; but the Civil Service Commission did not go in detail over the whole 6,000 positions?—A. I think that we prepared—or, that we might have advertised some 50 or 60 positions if—the idea was that the senior positions would be filled and then the details of the organization would be worked out in co-operation with those people who were appointed.



Q. In other words, the work was started but it was not completed?—A. Correct.

Q. With regard to the Radio Licence division of the Department of Transport; was the work done there good?—A. I thought it was very good.

Q. Who did it?—A. It was done largely by Mr. Boutin.

Q. Mr. Boutin of your branch?—A. Yes.

Q. And, the Dominion Appraiser's Division of the Department of National Revenue; who did that?—A. That was done by Mr. Gilchrist.

Q. Mr. Gilchrist?—A. Yes.

Q. And with regard to the work now being carried on in the Department of Agriculture are there lay-offs?—A. No, there have been none to my knowledge to date. The Department of Agriculture is more or less an expanding department.

Q. It is a very vast department?—A. Yes.

Q. And was that work as important as the work done by Mr. Boutin in the Radio Licence division of the Department of Transport and Mr. Gilchrist on the Dominion Appraiser's division of the Department of National Revenue?—A. It is a very much larger job, because they have taken on the whole Department of Agriculture and completely changed the structure of the organization.

Q. Yes; but was it just as technical as the other work that was done by Mr. Boutin and Mr. Gilchrist?—A. Well, if anything, more so.

Q. Yes?—A. It is pretty hard to say whether the work is of a more technical nature or not.

Q. And with regard to another example that has been quoted, the classification of the Radio Licence division; is it the same thing as was mentioned before as an example?—A. I do not understand.

Q. Well, you quoted examples?—A. Oh yes, that would be. Yes.

Q. The organization classification?—A. Yes.

Q. It is the same thing—A. Yes.

Q. And the Salary Warrant division of the Post Office Department and Central Pay offices; who did that? Was it another investigator who did that?—A. Mr. Boutin did the Salary Warrant division and largely the work in connection with the Central Pay offices.

Q. What did it involve, that Salary Warrant division of the Post Office Department?—A. The Salary Warrant division—I cannot give you the exact details without referring to the files, but in principle it was this: That they had a very round about method of arriving at the percentage that the various rural postmasters received in compensation and it was a simplification and a machine installation to arrive at the proper remuneration for these persons, and I think it resulted in a saving of some 12 or 14 positions.

Q. Without any lay-off?—A. Without any lay-off.

Q. And, what did your officer have to know?—A. He had to know a very considerable amount about the various accounting precedures and about the kind of mechanical data or checking machines with which to do this work.

*By Mr. Tomlinson:*

Q. How would they arrive at the salary of a small revenue post office?—A. Well, a schedule is provided by order-in-council. He gets 50 per cent I think it is of the first thousand dollars, and then it is graded down by percentages as the revenue goes up, and then he gets a small commission on postal notes and a small commission on money orders, and many other things; and each post office must be considered as a separate office.

*By Mr. Glen:*

Q. Mr. Putman, when there is a demand made by a postmaster for an increase in his staff would your organization take into account members of the personnel comprising the staff; that is, their age, and their efficiency in the depart-

[Mr. C. V. Putman.]

ment, before giving consent to addition to the staff?—A. Well, if I might explain it this way; that we consider everything that we possibly can see in connection with that particular staff. That is, we inquire into all the various things—their work, the people involved in the work, how they are doing it; and make a fair investigation of the whole staff.

Q. Supposing there are in the department many employees who are approaching 60 years of age whose ambition is lessened and who see no hope except in superannuation, and their work has become much less efficient. A demand might be made by the department for an increase in staff. Would you take into consideration whether that should be done, or whether they should be superannuated in order that the staff might be operated more efficiently?—A. I do not know that we would ever go so far as to suggest superannuation, but I think probably we would make the observation that that was probably the reason for the demand.

*By Mr. Tomlinson:*

Q. The question is not what you think; do you do that?—A. We have made observations of that kind, but there is no machinery in the Civil Service Act to take care of that, and all we can do is simply report the matter to the commissioners and they may take whatever action they see fit. The natural thing of course would be that in some way or other the department would be advised of that situation.

Mr. TOMLINSON: I would think that should be important.

*By Mr. Golding:*

Q. Has your organization branch anything to do with promotions?—A. Nothing to do with promotions at all; we do, however, recommend reclassification which may later involve a promotion.

Q. In your recommendations would your opinion be that promotions are made absolutely on merit?—A. Well, I have had so little experience with promotions that I know nothing about—the departments are anxious to promote the best men.

Q. On merit, yes?—A. Yes.

Q. But they would not use pull and all this sort of thing that we hear about?—A. I think undoubtedly that has happened. I could not say it did not. I have never had intimate contact with promotions and I cannot answer that question.

*By Mr. Deachman:*

Q. Let me put this question to you. Aren't all men inherently lazy? And that being so would it not follow that therefore cabinet ministers would be lazy—I am going to mention all these in their logical sequence—and their deputies would be lazy, and therefore the deputy ministers would be anxious to have efficient chiefs of divisions so that as little as possible would come across the desks of the deputy ministers—would not the natural result be that they would look for efficiency on the part of the staff whom they selected to work for them?—A. Yes, I think Mr. Deachman assumes that that kind of individual is the best type of boss.

Mr. DEACHMAN: Yes, that is what I am coming to. You have the same thing for instance in business, in the executive type; and you have that class of man in industry. You have the type of man who likes to do things and then you have other men who are more of the executive type. The type of man you find in life insurance work for instance; there are two types of men in that kind of work, the one who is a producer, and then there is the one who can get efficiency from a staff and therefore multiplies his own power by the number of his staff; isn't that typical of a good executive?

Mr. GOLDING: Following up your argument; those who had to do that, trying to create efficiency in the department, would be lazy too.

Mr. DEACHMAN: No. Let me put it this way; the ones at the head do the driving. They are physically lazy but mentally bright. They see what ought to be done. As a matter of fact, I think that is characteristic of myself; I can see what ought to be done but very often can't do it. Now, if you have an executive like that who directs the efficiency of those under him and secures the right class of man, then his business becomes successful; he lets the others do the work and that keeps his desk clean and he is able to devote his time largely to the direction of others. That is the efficient type of executive.

The WITNESS: I think if you would take a cross section of the civil service and compare it with a cross section of business and industry you would find almost exactly the same kind of individuals, the same kind of executives; the man who does the work himself, and the man who does not work. I think the cross section would show the situation to be similar in the government service to what it is outside.

Mr. MULOCK: Did I understand you to say that the ministers and deputy ministers were lazy?

Mr. DEACHMAN: I will give you an example.

Mr. GOLDING: Sure.

The CHAIRMAN: If that is so they won't work. They must have a certain amount of time for planning. Do you think the ministers and deputy ministers have the time to be lazy?

Mr. DEACHMAN: They must be lazy in order to do their jobs.

The WITNESS: I do not know about the lazy ones. I do know about types of executives who work and work all the time, but who do nothing but executive work; and then, there are those who try to carry all the problems of the department right on their own desk.

Mr. GOLDING: But don't forget that Mr. Deachman's statement was that we have got to have lazy deputy ministers and chiefs—

Mr. DEACHMAN: Delaine of the London Times, of whom it was said that he never wrote an editorial in his life, was recognized as a very able manager. The fact that he didn't do any of the actual work himself did not mean that Delaine was not an efficient man.

The CHAIRMAN: We are supposed to live in our times.

*By Mr. Tomlinson:*

Q. I would just like to clear that simple fact up. The minister and the deputy minister have to meet people, to attend on them, and consult with their staff. Is it not a fact that the deputies have to pass on what the chiefs of branches bring to them for consideration, and the chiefs in turn have to pass that instruction on to their staff?—A. I think that is true, yes.

Mr. TOMLINSON: That is true.

*By Mr. Hartigan:*

Q. In your opinion which plays the greatest part in promotion, seniority or merit—in the civil service?—A. Merit.

Q. Have you known merit cases to push aside seniority?—A. Yes. As I explained before, I do not know all the particulars about promotion; but I have known occasions where young men have been promoted over the heads of men who have been in the department 20 or 25 years on sheer merit.

Q. Is that a usual procedure?—A. I would not say it was the usual procedure, but I say that it certainly does and has happened.

[Mr. C. V. Putman.]



Q. Does it carry as much weight as seniority?—A. Well, the very fact that only twenty points are given for seniority and fifty for fitness and thirty for efficiency, certainly—

Q. I know that is the rule, but does the rule apply?—A. I would say that it must apply.

*By Mr. Tomlinson:*

Q. Would you say then in connection with appointments from the knowledge that you must have as one of the chiefs in the organization branch that personal acquaintance does assist in promotion—favouritism?—A. I think there is the possibility that in certain instances favouritism does. You can't get away from it, in my opinion. It applies in business.

Q. It is one element?—A. It applies in all our daily life. People whom we know and believe in, whom we like, we are inclined to favour. How you are going to get away from it I do not know.

Q. In connection with promotions then, would you say that we might improve the service by having an independent board on promotions?—A. I have not given enough thought to the question of promotions. I have been busy with the other matters and I would hesitate to answer that question.

*By the Chairman:*

Q. Right on that, Mr. Putman; yesterday Mr. Golding asked you a very interesting question which is reported thus: "Let us say you have 1,000 clerks, and we will say that one clerk will do twice as much work possibly as another, what check up have you had on that? You have the same thing in private industry but it is closely checked, and that is left to the department.

Q. It is?—A. Yes." That is on page C-9 of the notes. Then, if we go to page F-5 I asked you the question: "Q. You know very well that in the pre-Griffenhagen days the salary scales were on a broader basis?" You said, "We did not have a classification in those days. We did not pay men according to their value, we paid them according to the ratings that they were given—2-1; 2-a or 2-b. We found a great many people who were receiving more money than their jobs called for."—A. Yes.

Q. Well now, how could you find out, if the ratings are left to the department?—A. That was two entirely different things. In making the original classification of the service we found in numerous instances people who were receiving \$2,000 or \$3,000 a year whose jobs were rated, or rather the Arthur Young company rated, as people who should be receiving \$1,500 to \$1,600 a year; that is, the work they were doing was not worth the money they were being paid.

*By Mr. Cleaver:*

Q. Is not a record kept in the department on the work turned in by the individual civil servant; is any rating record kept?—A. In some of the departments, yes.

Q. Have you any recommendation to make as to what permanent records should be kept in that regard?—A. I stated yesterday that we were working on that problem and haven't got far enough advanced as yet for me to give the details of it.

Q. Do you not think that a fair system of promotion ought to be put into effect; that a promotion record should be kept up to date at all times in the department?—A. I think it would be most desirable if that could be done.

Q. Then, a few moments ago in answer to a question you stated that post-masters were paid on a commission basis?—A. Yes.

Q. At what point do you change over a post office from a commission basis to a salary basis?—A. It is usually changed over at the time a letter carrier delivery is established; that is, if a community becomes large enough to have a letter carrier delivery it is then changed over to what we call a staff post office, or a staff office.

Q. Well, have you ever studied the problem to decide if that is a fair standard. I may tell you I know of several post offices that are not changed over and I have had one or two called to my attention in my own riding. The postmasters are receiving much more net return for the office than is paid by way of salary for the position because they are on the fee system?—A. I think that is probably true; as a matter of fact I know that it is true.

Q. How long have you been in the service?—A. I have been in the service twenty years come November.

Q. Then you must know that it is quite correct. What steps have been taken to remedy that condition?—A. I should say that in the past five years there have been more post offices put on the staff basis than in any preceding period of time.

Q. Do you not think it would be wise instead of leaving it to chance that a departmental rule should be set up that when a post office reaches a net return of a given number of thousands of dollars then that office should be changed and put on a staff basis?—A. I think probably it would be very desirable, and that is one study that the commission might very profitably undertake.

Q. Then when the change over is made the post office is taken from a commission basis and placed on a staff basis; what is the rule in regard to the appointment of staff? Does the deputy postmaster retain his assistants?—A. There was a special amendment to the Civil Service Act covering that particular point. I haven't the details of it just in mind, but there is provision made for employees who have had I think two years of service to be taken into the permanent service by means of a qualifying examination, not a competitive examination.

Q. That is, the existing incumbents have a preferred position and after passing a qualifying examination they receive appointment?—A. Yes.

Q. If they fail to qualify is the position advertised?—A. It may or it may not be; but as a rule it would be advertised.

Q. Is the recommendation of the present postmaster given any weight in regard to it?—A. I would presume so, I am not sure about that.

Q. I take it you are not very familiar with that branch?—A. I am not very familiar with how these people are taken in.

*By Mr. Tomlinson:*

Q. In the revenue post office is it a fact that they have to pay their own assistants in the office?—A. Yes.

Q. They have in a great many cases to pay for the caretaker of the building also?—A. In a good many cases they get a caretaking allowance I think. If the post office is in a public building they don't have to pay for it, but if it is in a private building they probably have to.

Q. But in a building they rent themselves they must have to pay for it; that would have to be taken into consideration?—A. Yes.

The CHAIRMAN: Before we go any further Mr. Putman this morning supplied us with a classification of the Civil Service of Canada providing a list of classes by services showing service, rank and class, and code number. Each member of the committee will be supplied with that. With regard to the charts which were requested; I am informed that the cost of producing these charts is very considerable, that it will amount to \$800; therefore, it has been proposed to limit this expense by giving each member the first chart of the department

[Mr. C. V. Putman.]

in which he might be interested. That would cut the expense to one-third of what it would be otherwise. Yesterday one of my colleagues and a prominent member of this committee, Mr. Boulanger, told me that the arrangement I suggested was not at all satisfactory to him, and that he only wanted the charts of the Department of Agriculture. That is a very large department, as a matter of fact there are seven charts required to cover the staff and organization there. I wonder if someone would make a motion to have the charts for the Department of Agriculture supplied, and then I will try to arrange it with the government to have a sufficient amount of money authorized to cover the expenditure necessary to provide the charts we decide to ask for. Would you be willing to approve of that?

Mr. TOMLINSON: What would it cost?

The CHAIRMAN: The cost would be between \$60 and \$75. At the same time may I point out that we have no counsel on this committee and because of that fact we have been saving from \$100 to \$150 or \$200 a day which it is usual to pay counsel for a committee such as this. For that reason I think our request is not so unreasonable.

Mr. DEACHMAN: Would anybody use these charts if they had them?

The CHAIRMAN: Several members of the committee have told me that they were most valuable and that they would help them to understand the organization of departments and government business. Now, if you will indicate your desire and pass a motion accordingly I will be pleased to take it up with the government.

Mr. GREEN: Isn't there some way it can be done cheaper than that? Probably only one or two members of the committee would want to go into it any way.

The CHAIRMAN: I do not know whether or not it could be done any other way. The clerk might write to each member asking which chart or charts he is interested in and desires.

Mr. MULOCK: Is it not the original set-up which involves the principal cost? The making of copies is a mere incidental compared to the first cost of doing the work.

The CHAIRMAN: They are all ready, it is just a matter of copying them.

The WITNESS: These copies are produced at a cost of around 20 cents to 30 cents each.

The CHAIRMAN: It comes to what I said?

The WITNESS: Yes, about that.

The CHAIRMAN: It is about \$2 per set. That is not so big. Two dollars per set and 30 copies of each would only amount to \$60.

Mr. HARTIGAN: I move that members of the committee be supplied with these charts; because, as far as that goes, it does not entail the employment of extra labour; the people are employed anyway and it is merely a matter of form having these copies run off.

The CHAIRMAN: You desire them?

Mr. HARTIGAN: I desire that the committee be supplied with them.

The CHAIRMAN: That being carried, I will get in touch with the proper authorities to have it done for you.

*By Mr. Glen:*

Q. Mr. Putman, have you anything to do in connection with dismissals in your department?—A. Not a thing.

Q. Not a thing?—A. That is entirely in the hands of the departments.

Q. Of course, you are naturally concerned about the efficiency of departments?—A. Yes.



Q. Do you make any suggestions to the departments with respect to increasing the efficiency of departments, or is that outside of your jurisdiction?—A. More or less just—if we in making an investigation of any kind see things that are patently wrong, there is no question about it that we draw them to the attention of the commission or probably call the attention of the department to it without reporting it to the commission.

Q. And, when a dismissal takes place in a department isn't there usually agitation raised on behalf of that person, either through the House of Commons or somewhere else?—A. I think frequently when dismissals take place that is the case.

Q. When these cases of agitation arise are you called in as arbitrator?—A. I think maybe on several occasions such a question has come before the commission, but rather in an incidental way than as a matter of practice.

Q. Well then, as a broad principle, you are concerned with all departments; have you ever considered the idea of submitting a report or opinion with regard to the correlation of different departments. For instance, the transfer of individuals from one department to another. In other words, getting a complete picture of the whole civil service so that efficiency might be one of the key notes of their policy?—A. That is such a broad question Mr. Glen—

Q. I know it is a broad question.—A. I would have to consider it.

Q. Would it not be well for you as chief of the organization branch to direct your attention to the correlation of the departments with a view to securing increased efficiency in the whole civil service?—A. I agree with you entirely. That was one of the functions it was intended—

Q. That should be one of the functions of your organization branch?—A. Yes.

Q. You have never addressed yourself to that factor, have you?—A. Not particularly.

Q. May I suggest that it might be well worth your considering that?—A. I think it is a good suggestion.

Q. Then you might make a report next year as to what has been done by way of correlating departments?—A. Yes.

*By Mr. Tomlinson:*

Q. Who is responsible for dismissals in the departments, the deputy minister?—A. Yes.

Q. They have to take full responsibility for dismissals?—A. Yes.

*By Mr. Mulock:*

Q. In the organization branch you have charge of reorganization of departments; for instance, there was the reorganization of the post office at Toronto within the last year or so?—A. Yes.

Q. Was that in your charge?—A. Yes.

Q. Would you be good enough to explain who was sent there to decide the matter? How did this come before you in the first place? What is the procedure?—A. Well, the work that was done in the Toronto post office was of two kinds. The first question that arose was the question of the amalgamation of the district office and the city post office headquarters staffs, and the second question was the question of supervisory positions on the post office staffs. Well, the two jobs were more or less done concurrently because they interlocked in several places.

Q. Who drew up the plan for it in the first place; did you draw it up or did the department draw it up?—A. I would say that it was more or less a mutual affair, because of the fact that the Civil Service Commission had in the first instance been the instigator of the amalgamation of the district

[Mr. C. V. Putman.]

offices and the city post office. It was advocated as far back as 1924; so that we had our own ideas as to what the amalgamation comprised, and in consultation with officials of the department we arrived at what I think was a pretty satisfactory arrangement.

Q. Who prepared the original set-up?—A. I could not answer that because I do not know. I do not know whether we did it or whether the Post Office Department did it, or whether we did it together. I know this—

Q. Eventually, anyway the plan is brought before you?—A. Yes.

Q. Showing the new set-up?—A. Yes.

Q. You agree that it is a great improvement?—A. Yes.

Q. Combining the district and the Toronto post offices?—A. Yes. It speaks somewhat—

The CHAIRMAN: Be careful about that, Mr. Putman, because if you make a comparison between 1929 and now you will see that there is no saving at all. You know that very well. Be careful on these lines. There was no economy at all in that.

*By Mr. Mulock:*

Q. Then, your department receives the plan?—A. Yes.

Q. It comes before you. You say it is arranged jointly between you and the post office, the two of you worked together and prepared it?—A. Yes.

Q. Then, when you have that plan prepared you send somebody down to Toronto to go over this plan; is that right?—A. As a rule the investigations would have been made before the plan is drawn up.

Q. I am talking about the preliminary plan. Surely you did not accept the original plan?—A. That is—

Q. The department probably submitted one first, did it not?—A. It probably did.

Q. For your consideration?—A. Yes.

Q. Then you appointed a man to go down to Toronto to investigate it?—A. Right.

Q. Whom did you send?—A. Mr. Jackson went on several occasions.

Q. Mr. Jackson's position is—A. Investigator, grade 3.

Q. Just exactly what rank is that in comparison with a deputy minister?—A. Well, it is the highest grade of investigator, \$3,000 to \$3,720.

Q. He went to Toronto as an investigator?—A. Yes.

Q. Had Mr. Jackson had any experience in the post office? Had he been an employee of the post office?—A. No, he has been working on post office work since some time shortly after his appointment. As a matter of fact—

Q. When was that?—A. In 1928 or 1929.

Q. But he has actually had no experience—A. He has had no experience actually in the post office, no.

Q. Did you follow the recommendation of the Post Office Department in this reorganization, or did you make substantial changes?—A. I would say that we did not follow it completely. We probably recommended the things that we saw eye to eye with, and we scrapped the other ones.

Q. For instance—A. There was one question that I remember being down to Toronto about myself, and that was the question of the number of supervisory positions in the district office itself.

*By the Chairman:*

Q. Which is an accounting department?—A. No.

Q. A revenue department?—A. No.

*By Mr. Mulock:*

Q. In other words you felt that they were recommending too many employees?—A. Either too many employees or too high salaries for the positions that were necessary.

Q. What is the revenue of the Toronto district post office and what is their volume of business?—A. I know the volume of business is the largest of any post office in Canada. What the revenue is, offhand, I could not tell you. It is in the neighbourhood of \$10,000,000, I think.

Q. Nearly one-third of the whole dominion?—A. I think so, yes.

Q. And I just wanted to find out, because it is rather an important matter down there because of their very large staff?—A. Yes.

Q. And you said, according to the press, that there were too many employees in Toronto. I just wanted to get that point cleared up.—A. Certainly if that impression went out, I never intended that impression should go out because I never made a statement to that effect.

Q. Are you quite satisfied that the district is being run in an efficient manner at the present time?—A. I think that everything that could be done to make an efficient machine, not only in the Toronto city post office, but all city post offices, is being done.

Q. I do not want any reflection to be cast on the district director, because I believe he is doing a very good job.—A. We think so, too.

*By Mr. Deachman:*

Q. What is the test of efficiency? I am always anxious to measure these things in the same way we measure railway freight rates.—A. You are asking me a question, Mr. Deachman, that bigger minds than mine have not been able to decide on a definition of.

Q. Here is a fairly simple test. You can measure the number of units of mail handled?—A. Yes.

Q. That is known?—A. Yes.

Q. Well, now, what is the cost of handling a unit of mail?—A. Well—

Q. You have knowledge and can measure the distance in which that unit is moved, and you have a comparative statement of the operation of the Post Office Department over the years, if you take the unit of cost and the unit of revenue.—A. Comparing this Toronto city post office number of employees with the volume of mail, I should say that their unit costs are probably much lower than anywhere else.

Q. And would compare favourably with the cost of handling mail in other cities of similar size on the continent, would it not?—A. Well, now, that is something that I do not know; although I have heard officials of the Post Office Department say that our cost of handling mail in Canada is considerably less than it is in the United States.

Q. I think so.

*By Mr. Mulock:*

Q. Is that not a very important matter for you to know, Mr. Putman, when you are considering the reorganization of the district post office?—A. Quite, Mr. Mulock, it is. I must—

Q. That is why I brought up the question. Would it not be advisable in cases of this kind to have the advice and the co-operation of somebody who has a very real knowledge of post office administration when effecting reorganizations of that kind?—A. We never do anything in any department, make recommendations of any kind, without having first discussed the thing most exhaustively with all the department officials on whether they can throw any light on the matter at all, and it would be impossible for any one man or any body of men to have all the information that is in the hands of the department officials. May I

[Mr. C. V. Putman.]



explain it this way: oftentimes the departmental officials are so interested in their own particular line of work that sometimes the outside view, a man coming in from the outside, who has not the intimate exact details, is in a good deal better position to determine certain things that he wants to know than the man in the department himself.

Q. What man outside knows the difficulties of handling sudden rush hours of mail? That can only be estimated by men who have had experience over a long period of time.—A. Well—

Q. You know the difficulty there is in delivering mail that is delayed for 24 hours.—A. If I may be so bold, I would make this statement, that I believe that the contact that our investigators have with various departments, or being specific, the investigator in the Post Office Department, sees so many different post offices and meets so many different post office officials and conferring with them on post office business, that he gets an overall view of the post office business that probably is more valuable than any but the higher supervisory officers in the post office.

Q. Well, I just want to get the picture. If, for the sake of argument, the district director prepared a plan which was approved by the permanent officials of the department, approved by the assistant deputy postmaster general and by the postmaster general, that would have to be forwarded to you?—A. Yes.

Q. And you could reject it or not?—A. Yes.

Q. As you saw fit?—A. Yes.

Q. In spite of the department's recommendations?—A. Maybe I can illustrate that by an illustration not from the Post Office Department, but from another department; one of the departments within the last eight or ten months asked us to assist them in changing their headquarters organization to a large unit, and their idea was that they would have twelve divisions in this unit reporting to one superior officer, all of equal merit, running up to a salary of somewhere in the neighbourhood of \$4,000 apiece. We got that information and we studied it and we then made up our minds that the thing would not work, and we talked to the department about it and finally convinced the department that four or five heads reporting to one superior officer was all the superior officer could possibly manage; and they changed their plan of organization according to the recommendations that we made, and it has now gone into effect, with a saving from the department's proposal which they would have put into effect if they had not submitted it to us of \$27,000 or \$28,000.

Q. What you mean is that you are really endeavouring to co-operate with them and to show them where you think they are wrong?—A. I would say if my organization is not doing that kind of co-operation exactly we should not be allowed to continue further.

Mr. GOLDING: I should like to make one suggestion to you, and that is this, that you never make any apology for making the periodical check up. I believe if you want efficiency in your system or in any department that will have to be done, and I would commend you as head of the organization branch for doing that.

*By the Chairman:*

Q. I should like to ask a question, if you will permit me. Is it not to your personal knowledge, Mr. Putman, that the work done by Investigator Jackson in the Post Office Department and the post office at Toronto did not bring about any economy there when you compare the present time with the year 1929?—A. I would say that the first—

Q. You know it.—A. I know the savings have been very, very material, and that if there is a higher cost now than in 1929 it is because of the bigger volume of mail and more employees because of greater business.

*By Mr. MacNeil:*

Q. Has the unit cost gone up or down?—A. I think the unit cost is continually going down; that is only a matter of opinion.

*By Mr. Mulock:*

Q. How much greater is the volume of business now than it was in 1929?—A. I cannot tell you; I do not know.

*By the Chairman:*

Q. If you do not know that it is pretty hard to make a direct statement and say that the cost of the post office is proportionately smaller than in 1929 considering the volume of mail. Now, Mr. Putman, this is just an observation. I have two definite things to ask you. We have been talking about efficiency, and I should like to know what you mean by efficiency first?—A. The best and cheapest way of doing a thing.

Q. The best and cheapest way of doing a thing?—A. Yes.

Q. And the word "best" covers a wide range?—A. Exactly.

Q. Now, what is your definition of personality?—A. Ask me an easy one, Mr. Pouliot.

Q. No; I tell you, and you know very well, Mr. Putman, that in the civil service personality is considered nearly as much as efficiency, and it is mentioned in the advertisements and I have often wondered if Sir Wilfrid Laurier and Sir John A. Macdonald were coming out of their graves to show their personality.

Mr. GLEN: What about the chairman of our own committee who has personality.

The CHAIRMAN: For me it is the Canadian press that has personality.

*By the Chairman:*

Q. Can you define personality?

Mr. GLEN: Ask him to define your personality.

The CHAIRMAN: No; you may describe it.

*By the Chairman:*

Q. Now, Mr. Putman, yesterday we were speaking about 2,400 or 2,500 different kinds of positions.—A. Yes.

Q. Then I asked you this question:

"Do you not think that is too much?" And your answer was: "In some ways I do and in other ways I do not." I should like you to please tell us in which ways you do and in which ways you do not.—A. I am afraid I have not got the connection to understand your question.

Q. We were speaking about the number of positions.—A. You mean the number of classes?

Q. Yes, the number of classes, and I asked you if you did not think it was too much.—A. Yes.

Q. And you answered: "In some ways I do, and in other ways I do not." I should like you to tell us in which ways you do think that it is too much and in which ways you do not think that it is too much.—A. The Civil Service Act requires that for every class of position there shall be a separate salary and a separate qualification requirement, and in that way I think that there are not too many, because there are all of the 2,400 different kinds of employment that we have outlined in our classifications. What I meant by saying that I thought there were too many is that the work involved in connection with each is very considerable.

Q. Then you do not believe much in simplification of these positions?—A. I do not think it would be simplification.

[Mr. C. V. Putman.]

*By Mr. Deachman:*

Q. I want to finish a question there. In regard to the discussion on efficiency, would you say that a good business man going through, for instance, the Post Office Department, might be just as efficient as a critic on its operations as would an expert post office man?—A. No, I would not say that.

Q. I wanted to ask you that question.—A. I do not think it is possible, because a good businessman would not be able to distinguish the details of the—

*By Mr. Mulock:*

Q. He does not know the operation?—A. He does not know the operation.

*By Mr. Deachman:*

Q. Here is a question I am going to put to you. I read the record of an examination of a particular department of one of the railroads in the United States, which was made during the time of the depression. We will say it was the passenger department. Four or five men were selected from other departments of the railroad, and they went through that department. Now, the same performance went on in the examination of other departments of the railway. Your own department would not be examined by a man in the particular line. If you were in the passenger lines department, your examination would not be done by men in your department, but it would be done by four men in the other departments. In the freight department the same thing would take place. The object there was to bring fresh minds to bear upon the question with the idea that if you were occupying that position and confronted all the time with passenger problems, you would become somewhat static in your ideas, somewhat fixed, but these new men who have other but related problems, coming into that division, would look at it with greater sharpness and greater clearness and bring new ideas into it. When I used the expression "business man" going to the Post Office Department I admit that in that case you are not bringing a man who is familiar with the business of the post office; but if the post office were divided into a number of departments then it could be examined in the same way as the railways were examined, and that examination in the railways was, of course, purely from the standpoint of efficiency, or of getting the maximum units of work done with the least expenditure of money. I wonder if there is not an applicability of that to the present situation?—A. I think probably in some departments that very thing is brought to bear because quite a number of departments have departmental committees who meet together and confer in connection with major matters of interest to the department. Now I know in the Post Office Department they do it and the Department of Pensions and National Health do it. They have regular meetings of various members of the staff to discuss the larger departmental problems.

Q. The bringing in of outside men from other departments would be faced with a great difficulty in connection with work in the department because—  
—A. Because of the fact the government work is so definitely specialized.

Q.—there is a wide field of difference between the Department of External Affairs and the Post Office.—A. No points of contact at all.

*By Mr. Tomlinson:*

Q. Mr. Putman, I should like to find out if you can answer this. Is it not a fact that when a department decides on reorganization of a certain district they have certain ideas of the number of people that they will have to employ?—A. Yes.

Q. They hand it to your branch?—A. Yes.

Q. For study?—A. Yes.



Q. Is it not a fact that in many cases that you are able to provide that department with what they desire and yet do it more efficiently and with less cost to the country—A. That was exactly the example that I was trying to give you in connection with this headquarters where they wanted twelve sub-chiefs, a few moments ago.

Q. That does take place quite often?—A. Not infrequently.

Q. Not infrequently?—A. No.

Q. You are more or less of a check?—A. Yes, and sometimes, on occasions, I think that we offer a good deal of very acceptable advice to the departments along these lines.

Q. Your investigators naturally have had experience in reorganization?—A. Yes.

*By Mr. Golding:*

Q. Mr. Putman, in view of your long experience in connection with your work as chief organizer, are you going to subscribe to the statement that all men are lazy?—A. Well, I am one of those myself, so I think I had not better—

The CHAIRMAN: That was said by Mr. Stevens, a member of the House, when he said that the members of parliament were doing nothing with regard to unemployment.

*By Mr. Golding:*

Q. Because if you do subscribe to that I want your opinion with regard to the ladies in your department; because if all men are lazy we will have a lazy civil service. Now, we want to try to overcome that.—A. I do not know; I think it is because—I think there are lazy women just the same as men, but it may be they are not quite as honest as men.

The CHAIRMAN: Every man is born lazy but in the larger number of cases there is an admirable reaction to work which cannot be praised too highly, and it applies to all of you gentlemen.

Mr. DEACHMAN: I desire to amplify my statement with regard to laziness, and I also desire to defend my position here. All progress depends on laziness. When Adam started he started to turn over the sod with his hands, and then his wife, being the brains of the outfit, suggested the spade. From the spade you move on to some larger implement, from the cradle you moved on to the combine.

The CHAIRMAN: There you must add, if you will permit me, this: do you think that the eating of the forbidden fruit was a sign of laziness?

Mr. DEACHMAN: I do. You remember that fruit was from the tree of knowledge and Eve desired knowledge, and with the idea of overcoming the effort of having to do work, took the forbidden fruit.

The CHAIRMAN: No, Mr. Deachman, Adam was too lazy to pick the forbidden fruit himself; he had that done by his wife.

Mr. DEACHMAN: Here is what follows: in all human progress the effort to accomplish the maximum of work with the minimum of effort has been the cradle of progress. That is what has caused progress. We go forward from one thing to another because we are lazy.

Mr. CLEAVER: No.

Mr. DEACHMAN: There is no question about that.

The CHAIRMAN: It is the reaction to work which I just mentioned.

Mr. CLEAVER: It is because we want to improve our standard of living.

[Mr. C. V. Putman.]

*By Mr. Cleaver:*

Q. I am rather curious to get a reply to this question. If you cannot answer the question now do not hesitate to say so, but if you can answer it I should like you to do so. In what way have you accomplished the saving of \$28,000 or \$29,000 in the instance which you gave us a few moments ago?—A. By putting a counterproposal before the department with regard to the way they ought to work, and the department said, “yes, we believe you are right.”

Q. What was the nature of the counterproposal?—A. Instead of twelve major divisions, that it be reduced to five, and the flow of work to go through these five division heads rather than twelve, to the senior officer.

*By Mr. Mulock:*

Q. Mr. Putman, you have had a lot of experience in your twenty years. You must have had some experience with railway mail clerks and their problems. Do you think that there is an opportunity for railway mail clerks to make substantial advancement to responsible positions in the Post Office Department at the present time?—A. I think that there are, and that a considerable number of the higher positions in the Post Office Department have been filled by railway mail clerks. They go to inspectors positions in district offices, and from then on—I am not sure, but I was going to say district director, and that the district director in Toronto had been a railway mail clerk. I think that is wrong; I do not think he had. There have been railway mail clerks who became district directors.

Q. There is no bar against them for advancement to senior positions?—A. None whatever.

Q. It is clearly a question of their knowledge and fitness for the positions?—A. Right.

Q. But they have a fair opportunity of advancement under the present system?—A. They may step up to the position exactly the same as people in the city post offices.

*By Mr. Green:*

Q. They are asking for a regrading; what about that?—A. What about what?

Q. They have only one grade at the present time and they are asking for a regrading.—A. That matter is now being studied by an officer of my branch and I hope within the next couple of weeks we will be able to make some satisfactory solution of it.

*By Mr. Mulock:*

Q. What is your opinion of it?—A. I think that there is considerable merit in what they are asking.

*By the Chairman:*

Q. What difference do you make between administrative and executive positions?—A. In what way do you mean?

Q. You hear of some people being called administrative officers and other people being called executive officers.—A. Yes.

Q. What is the difference between them?—A. Well, of course, if you bring into that the difference between administrative and executive officers as known in America compared with how it is known in Great Britain, there is a great deal of difference; but I would say that the question of administrative and executive officers is more or less synonymous in America.

Q. In England administrative officers have wider power?—A. Yes, they are higher—

Q. In England executive officers have narrower power?—A. Yes.

Q. In the United States the reverse is true to a certain extent?—A. More or less in the United States, “administrative” and “executive” are, as I said before, synonymous terms.

Q. And in the United States they have assistant secretaries who are equivalent to our deputy ministers?—A. Right.

Q. And in England they have administrative officers but not deputy heads?—A. Assisted by many executives.

Q. So there will be a mix-up if we consider administrative and executive officers as they exist in Great Britain and the United States?—A. Right.

Q. But here in Canada is there any distinction actually made between them?—A. I personally have never been able to see one; that is, we make no definite distinction between administrative and executive officials.

Q. And when you come to Canada there is practically no distinction between the administrative officer and the executive officer; the difference is mostly in name?—A. Right.

Q. It all depends on the definition that we give to it here?—A. I think in business pretty much to-day the higher officials are referred to as executive officers.

Q. Heads of corporations?—A. Yes.

Q. What is the difference between classes? For instance, let us take a stenographer, grade 1, and a stenographer, grade 2. There is practically no difference between them except in salary?—A. There is this difference, that we take a grade 1 stenographer in with little or no experience, whereas the grade 2 stenographer must have had a considerable amount of experience and a higher degree of education, and she receives a higher salary rate than the grade 1.

Q. And a stenographer, grade 2, might be given some smaller executive duties to do?—A. Often times.

Q. For instance, you might hand an order to a stenographer, grade 2, and tell her to prepare a letter in answer to it, and then she would get out that letter?—A. I think that is so, yes.

Q. What is the difference between clerks grades 1, 2, 3 and 4—A. There is a difference in the degree of experience and the nature of work.

Q. Yes, and therefore how do you establish the competence of one person over another in these different grades?—A. The difficulty and the nature of the work that the employee is called upon to perform. It is more difficult work in the higher grade.

Q. And the qualifications are drafted in accordance with that?—A. We try to do that.

*By Mr. Deachman:*

Q. The examinations for grades 1, 2 and 3 are all different?—A. Oh yes, of course.

The CHAIRMAN: They are different.

*By Mr. Tomlinson:*

Q. If you are advertising for a grade 3 clerk he must have a different set of examination papers, or a different test than a grade 1 or grade 2?—A. Yes.

*By Mr. Deachman:*

Q. Would they move up in the other departments to grade 4; could they move up in the departments?—A. To clerk grade 4?

Q. Yes?—A. They might, yes.

Q. Might I ask you this question? You are bringing new men into a department. Is it not as important that you should bring in as many as possible with grade 4 qualifications instead of grade 1 qualifications. The man who is only grade 1 has not nearly as good educational qualifications as he would have if he were qualified as grade 2, grade 3, or grade 4. Don't you think

[Mr. C. V. Putman.]



the man with the grade 4 qualifications should be the better man to put in a new position?—A. That is just exactly what we have been trying to do in connection with these superior grade 4 entrants.

Q. Would it not have been better to take in more clerks with grade 4 qualifications to begin with?—A. Well, the necessities of the service would just absorb a certain number of that kind.

Mr. MULLOCK: You cannot take a lot of grade 4 clerks and pay them those salaries if you only need grade 1's.

*By Mr. Tomlinson:*

Q. I appreciate that, but would it not be better for them to have training in the service as grade 1 for grade 4 positions than to take in grade 4 men?—A. That is subject to certain limits, Mr. Tomlinson. For instance, you take a grade 1 clerk and he will—he may progress from grade 1 to grade 2 and grade 3, grade 4 and principal clerk.

Q. Yes?—A. His education to start with may have been only that of a grade 2—two years of high school—whereas we figure that you need some place in the service where you can bring in people with university graduation, with higher education—university graduation or its equivalent—who are going to be trained for the higher positions.

Q. Where do you bring them in now?—A. We bring them in under grade 4 at \$1,620 a year. We have taken in I suppose 30 or 40 during the past two years.

*By Mr. Cleaver:*

Q. What is the age limit?—A. 28.

Q. Is that the minimum or maximum?—A. That is the maximum.

Q. What is the minimum?—A. I suppose it is 18—18 or 21.

*By Mr. Mulock:*

Q. What means have you in your service for eliminating people in the service who are not satisfactory? That is practically never done, is it?—A. The only means that we would have is as I explained yesterday simply draw it to the attention of the department that in an examination that we have made or an investigation which we had made, that we found certain people were not up to standard and that perhaps was the reason why they wanted more staff.

*By Mr. Tomlinson:*

Q. What about your own service, I mean the civil service itself and its employees?—A. That is what I mean.

Q. I am not talking about the departments now I am talking about the civil service and its employees—the Civil Service Commission and its employees?—A. Oh, I suppose every 18 months or 2 years since I have been with the commission there has been a report made by the organization branch on the commission staff itself.

Q. Whom do you make that report to?—A. To the commissioners.

*By the Chairman:*

Q. Through the secretary?—A. Oh yes, of course.

Q. Through the secretary. That is what I do not understand; that the chief of the organization branch never gets in touch with the board directly but always makes a memorandum to the secretary and the secretary has to approve it?—A. That is a mere matter of form; that is a matter of policy.

Q. I know; but you don't send any memo to the board, the memo is sent to the secretary and then the secretary approves the memo and sends it to the

board; and it is all subject to the approval of the secretary, whether it reaches the board or not; and that is one thing which I find quite strange in your procedure.

Mr. GOLDING: Mr. Chairman, just a minute now. I would like to get some information in connection with these clerks.

*By Mr. Golding:*

Q. I quite appreciate that you have grades 1 and 2 for clerks and you have different classes of work for each different grade. It would be foolish to employ high salaried persons to do the work in the lower grades. Now, supposing a person goes in as grade 1 and he takes an examination later for grade 2; what are his chances of getting a place in the higher grade?—A. There are two chances; if a vacancy occurs he may be promoted to the grade 2, or if the work of the department was growing and they had given this grade 1 much more responsible work than would be expected of a grade 1, at the time a unit survey is made we would take that up and we would recommend that that position be reclassified as grade 2 and then the employee after the position having been classified as grade 2 will be promoted to it.

Q. Well now, I have a case in mind where a young lady entered the service as grade 1 and she took the examination for the grade 2 position and passed with a rating of 90 per cent. I was just wondering what opportunity there would be for her to be promoted?—A. There would be these two possibilities; either a vacancy occurring, or her having more important work to do and being reclassified.

Q. There is just one other thing, we spoke about this yesterday, about transferring from one department to another. I have heard it said that if additional help is required, and that even if one department had more staff than they needed, that what the commission would do would be to advertise for the additional help in a certain department rather than to take people and transfer them. What I would like to know is if that is a practice; supposing one department required a number of people and in another department there were a number of people who were not busy; it would be all right if they were transferred—would you think that?—A. I would say that generally speaking when a department requires additional help the departmental requirements are usually supplied from within the department.

Q. That is possible and it could be done, you could take people from one department and put them in another?—A. Yes.

Q. That is what I meant?—A. Yes, that is done.

*By Mr. Tomlinson:*

Q. Now, Mr. Putman, we have been speaking here as to the possibility of having reports in each department from the employees in the department once a year?—A. Yes.

Q. Have you any reports sent in on your employees in the Civil Service Commission each year as to their efficiency and qualifications and so forth?—A. They have not been regularly required.

Q. We have been speaking about other departments, now let us get down to to your own commission?—A. I think the same conditions should prevail in the Civil Service Commission.

Q. You think the same things should prevail there?—A. Yes.

Q. There should be a report from the chief of each branch in the departments and those reports should be sent on to the Civil Service Commissioners; as to their efficiency, their fitness during the year; and that should be done once a year?—A. Yes.

[Mr. C. V. Putman.]

*By the Chairman:*

Q. You said yesterday that you tried to arrive at a salary that was fair and reasonable and comparable with whatever people are being paid outside?—

A. Yes.

Q. And then I asked you: "Q. It comes to what I have said, it is left to you and the judgment of the organization branch?" And then you stated a little further on, "We never do this without consulting the department about it."—

A. Yes.

Q. Will you please tell the committee if it is the good judgment of the organization branch or the good judgment of the departmental officials that prevails in both cases?—A. It depends entirely upon what conditions arise.

Q. Yes?—A. If we think a department extravagant or exorbitant in its demands—

Q. You cut them?—A. We report adversely.

Q. You report, and cut them?—A. Yes.

Q. Now, you said there was a proportion of between 1 and 2 per cent of changes made by the board from the investigations—a percentage of from 1 to 2?—A. I do not know what it was.

Q. No, no, I am speaking about classification; you discuss the classifications with the departmental officials?—A. Yes.

Q. And you report to the board and your reports are accepted in between 98 and 99 per cent of the cases?—A. I would say so, yes.

Q. Yes, when the board makes a change is it not at the request of the departmental officials themselves?—A. I would think that it is probably a matter that has been brought up by the department, yes.

Q. Direct to the board?—A. Direct to the board, or a matter of dispute; because, if we are in dispute with a department as to the proper rating of a position we will report, for instance, that we think it should be a chief clerk and the department considers there should be a head clerk; and it will be left with the commissioners to decide. If the commissioners say it is a head clerk, well, that is all right.

Q. Yes; but, do you mention both sides of the argument in your report?—A. In every instance when it is possible for us to do so we do.

Q. Not always, of course, but when you can do it?—A. When we can.

Q. When you can?—A. Yes.

Q. You know very well that at times your report has been communicated to the department?—A. In many cases we ask permission of the commissioners to communicate our report to the department?

Q. Yes, and it is after that that the department gets in touch with the board?—A. That probably is so. Oft' times we get a letter from the department saying they do not agree with our rating.

Q. In other words, the board takes action only when their attention is directed by the department to your report?—A. No, I would not say that that was always necessary.

Q. In many cases?—A. In many cases, yes.

*By Mr. Mulock:*

Q. It is within your memory that there was a re-organization which occasioned a large number of employees of the Department of the Interior being let out of the service?—A. Well, yes.

Q. You remember that?—A. You would have to give me more particulars than that, because there have been three or four times when employees have been let out of the Department of the Interior.

Q. When was it, in 1931?—A. 1931—that was when the Dominion Lands offices changed hands.

Q. Do you remember that?—A. Oh yes, quite well.



Q. Up to 1935 how many of these people that were let out had been found permanent employment in other branches of the service?—A. I could not tell you exactly, I have it in memory that it is in the neighbourhood of 200.

Q. How many were let out?—A. Altogether, in the Interior Department, I think there were nearly 1,000.

Q. Would you be good enough to say how many were given permanent employment—I am not speaking about temporary employment?—A. I can get that information for you. We have it.

Mr. TOMLINSON: I would also like to get that information.

The WITNESS: We have that information.

*By the Chairman:*

Q. And, Mr. Putman, when would it be possible to have the summary of information about the 147 units for the last calendar year, and the year before, and the year 1935?—A. They are working on them now and you will have them as soon as they can be completed.

Q. Perhaps to-morrow?—A. I hope to-morrow.

*By Mr. Mulock:*

Q. It would not take you long to get that information I just asked you about, would it? I would like to have it.—A. I will send it to you by mail.

Mr. MULOCK: Thank you.

*By the Chairman:*

Q. Is it the department or the investigator who usually indicates the rate they think should be given to certain employees?—A. In most cases the department does, although in the last year or two a good many of the departments have asked us to come over and make a survey and make recommendations to them as to what changes we think should be made.

Q. Have there been any cases of requests for higher salaries being officially submitted by departments and then unofficially cancelled. In other words, have departmental officials sometimes indicated that there was no need to meet some request made in writing?—A. I can't recall any such instances.

Q. You know very well, Mr. Putman; you are chief of a branch, or you are a deputy head,—suppose you are the deputy head for the time being in your place, and you 'phone to me and tell me I sent you a request for the reclassification of "A" don't do anything for him.—A. I have never had that experience myself.

Q. And you do not know if anyone in your branch does it.—A. I have never had that experience myself and I do not know of anybody who has.

Q. You do not know of any employee being double-crossed in that way?—A. No, I do not.

Q. And you do not know either if the commission were blamed for the action of these departmental officials?—A. No.

Q. Now, does the organization branch or the commission furnish the department in writing with the reasons for adverse decisions?—A. In some cases, yes, and in some, no.

Q. Why not? They ask for something.—A. Here is the way it is done: A copy of the report that the organization branch makes is always attached to the order in council or to the report to council which goes back to the department, so that a department can see what attitude the organization branch has taken in connection with any particular case.

Q. Yes, but there is a memorandum to council only when there is a change.—A. That is right.

[Mr. C. V. Putman.]

Q. And when there is no change there is no such memorandum?—A. That would be a case—there would be so few of those cases that I do not think the question would arise. Certainly there has never been any hesitancy on the part of the commission to advise the departments of the reasons that they have for not acceding to their requests.

Q. I have been informed that it is sometimes done verbally; but that the practice seems to be to turn down requests without giving definite reasons.—A. I do not think that is a fair criticism.

Q. The question is not when you say "yes" because you are justified, the question is when you say "no", and I would like to know if you justify "no." That is the point; and consequently if an investigator makes an actual error in fact in a report or is governed by prejudice, there is no means of the department learning that except by private conversations.—A. Well, I would say that in more than 99 per cent of the cases the department knows exactly what our views are.

Q. Would it be possible for you to give particulars of cases in which the commissioners did not agree in their recommendations over the period of the last two years?—A. Well, I suppose that can be extracted from the files.

Q. What is the factor governing grades of rates or grades of annual increases?—A. What is the factor?

Q. Governing rates or grades of annual increases?—A. Well, we have attempted to more or less standardize them up to \$1,500 or \$1,600 in which the rate of increase would be \$60; from that to about \$2500 the rate of increase would be \$120, and above that either \$180, \$240 or \$300.

Q. And it might be found that in some cases positions having an almost identical salary range have a different rate of annual increase?—A. Yes, for this reason, that we started out by putting the annual increase rate of only \$60 up to about \$2,000; but the postal classes and the customs classes and a number of other classes where it required full time or the services of mature men, the increase rate was changed to \$120.

Q. Therefore, more men than women?—A. No; it means the increase for certain classes.

Q. Of persons?—A. Classes of persons who are higher.

Q. Persons, governing both men and women?—A. Yes.

Q. Can the organization branch say that there is any genuine co-ordination of classifications, as between one branch of the service and another?—A. I think most certainly that is one thing that classification has accomplished in the Department of Customs and in the Marine Department, or in the Department of Transport. In these departments you will find a person who is classified as clerk grade 1 in one department is doing comparatively the same grade of work as in the others.

Q. Does one investigator pretty much settle the affairs of one department, while a second investigator deals with another department, and so on, with the exception of Finance, that was mentioned yesterday.—A. Yes; but the whole training that an investigator gets in the organization branch is to be able to standardize, and that is one of the jobs of the chief of the organization branch, to see that classifications in the Finance Department of the Transport Department are comparable to those in other departments.

Q. Yesterday you said, "as a matter of fact, some investigators have never been moved from the departments because they have been so satisfactory there that it was, in my opinion, undesirable to move them."—A. Yes.

Q. Will you please tell me who they were and where they were?—A. The case that I had in mind, Mr. Pouliot, was Mr. Gilchrist who is in the Customs Department and has been for the last 17 or 18 years.

Q. And you made a distinction between some investigators who have been changed from one department to another and those who stayed there all the time since they went in.—A. Well, I do not know that I made any distinction.

Q. I made it and you answered accordingly.—A. Yes.

Q. Will you please give us some more detail about it?—A. Well, I am afraid—

Q. Are there any other investigators who have changed their department since they went to one department?—A. I have an idea that Mr. Cole has handled Fisheries ever since he came into the service. I won't be sure of that. I would have to make an examination, Mr. Pouliot.

Q. I will help you in that. You mentioned Mr. Gilchrist and Mr. Medland who has twelve departments.—A. Yes.

Q. Including branches like the Board of Railway Commissioners.—A. Yes.

Q. Was he changed from one branch to another?—A. Yes, he has been changed on several occasions.

Q. Mr. Cole has eight departments?—A. And he has been changed around.

Q. Then, there is Mr. Jackson, who has the Department of Agriculture, Mines and Resources (administrative except purchasing branch, mines and geology branch), Post Office and Soldiers' Settlement of Canada. Was he changed from one department to another?—A. Just recently did he have Mines and Resources added to his department.

Q. Part of Mines and Resources.—A. Part of Mines and Resources.

Q. Mr. Boutin has the Auditor General, Bureau of Statistics, Finance, Excise Tax branch, National Revenue, financial branch, Post Office Department, Public Printing and Stationery, all accounting positions.—A. Public Printing and Stationery has just been recently added to his.

Q. The other departments he has had since the beginning?—A. Yes—no, not since the beginning.

Q. Since he acted as investigator?—A. Right.

Q. Then we have Mr. Hawkins.—A. He has recently been given more or less full charge of several departments. He was formerly working, being trained under Mr. Medland and he has gradually taken over certain departments.

Q. And there is Mr. Whitefield.—A. He has not been given any definite department as yet.

Q. He is an assistant to Mr. Medland?—A. Yes.

Q. He is doing general office work assisting Mr. Medland?—A. Right.

Q. Then there is Mr. Treble, who is listed here as "general assistant in office work."—A. Right.

Q. Are there any other ones besides these?—A. Mr. Laberge, who reported for duty on the 1st June.

Q. Mr. Laberge?—A. Yes.

Q. Where is he from?—A. Recently he has been working for the Quebec government in charge of the trade and publicity or—I can tell you exactly—he has recently been chief of the commercial and industrial intelligence service of the Quebec government.

Q. Will you please send his file to Mr. Doyle?—A. Mr. Laberge's?

Q. Yes.—A. Yes.

Q. And is there any other one?—A. Well, I have a clerk grade 4, who is also in training, Mr. Hughes.

Q. Where does he come from?—A. Mr. Hughes is a graduate of the Manitoba University, and he has been for the last two years in the Bureau of Statistics.

Q. Who recommended him to the commission, do you know?—A. He was the top candidate at the recent examination for clerks, grade 4.

Q. Was he recommended by anyone?—A. To the commission?

Q. Yes.—A. No, taken off the eligible list.

Q. Clerk, grade 4?—A. Clerk, grade 4.

Q. And there is Lochlan, who is a clerk, grade 1?—A. Yes.

Q. Will you please send Hughes' file as well as Mr. Laberge's to Mr. Doyle?—A. Yes, I will.

[Mr. C. V. Putman.]



Q. Since when has the Department of Agriculture been handled by Mr. Jackson?—A. Oh, some time in 1929 or 1930.

Q. With regard to the amalgamation of the different departments that now compose the Department of Transport, did the commission have anything to do with the organization or amalgamation of these departments?—A. We had nothing to do with the organization up until the time the order in council was passed. Immediately the order in council was passed the deputy minister of Transport asked us to come in and make a survey of the number units, which we have done, and which we are still working on.

Q. The order in council included the salaries of the chiefs?—A. The order in council included the salaries of the chiefs and set up the change in organization; the details were left to us to work out.

Q. Therefore the structure of the work was done by the departments themselves and it was left to the commission to decide upon the minor positions?—A. There was not much change in structure; it was simply an amalgamation of the Marine Department to Transport and taking one unit from the old Department of the Interior.

Q. But the commission was not consulted on that?—A. As far as I know, no.

Q. Now in these two departments, are you ready to say that it was the employees themselves who increased their own salaries by making suggestions with regard to the order in council?—A. I do not know.

Q. You do not know about that, of course?—A. No.

*By Mr. MacInnis:*

Q. Who has the final word in the setting of salaries?

Mr. TOMLINSON: The Treasury Board.

The WITNESS: The Treasury Board have to approve the recommendations of the Civil Service Commission; but the Treasury Board cannot put into effect any salary that is not recommended by the Civil Service Commission.

*By the Chairman:*

Q. They do not have to approve, Mr. Putman. You know it is up to them to approve or disapprove.—A. No, but I say that they cannot change a salary. They can either approve or disapprove.

Q. They cannot change by order in council?—A. No.

Q. By estimates?—A. It can be done by estimates, yes.

Q. Now, Mr. Putman, in every public organization there is usually a counterweight. For instance, the accountants of the various departments are not to be considered dishonest on account of the fact there is an auditor general who looks into their accounts and checks them.—A. That is perfectly true, yes.

Q. And therefore do you not think that the commission could act as a counterweight on account of the moral and intellectual human weaknesses?—A. Well—

Q. I say that very seriously, that in every public organization there should be a counterweight, and there is nothing discriminating against accountants by the fact that they are checked by the Auditor General; and on the other hand, it is admitted that there are moral and intellectual weaknesses in the service. What I mean by that is favouritism exists to a certain degree and it has to be checked—

Mr. MACINNIS: Is favouritism a moral or intellectual weakness?

The CHAIRMAN: It depends on the turn of mind, you see.

*By the Chairman:*

Q. But do you not think that the commission—I am speaking very seriously, Mr. Putman—could act and be a counterweight to the moral and intellectual human weaknesses that exist, and necessarily exist in the departments?—  
A. I think probably.

Q. I asked you this question yesterday about initiative:—

Does the initiative in organization matters rest with the department?  
And you said:—

Usually it does. But under the law it is not necessary that it should.

That is, the commission, of its own volition—

Then, I asked you this question:—

I am not interested in learning about the law. I would like to know about the practice, the followed practice?—A. I would say that the practice has, up to the present time, been that the department has initiated the action.

When the department does nothing, does the commission do anything?—

A. Yes, on certain matters we have done some of the bigger things altogether apart from the departments, some of the recommendations that went before the previous government were those that were made without departments asking for the—

Q. With regard to the mechanical tabulation of custom records which you mentioned, Who did that?—A. Who did it?

Q. Who did the mechanical tabulation?—A. It was done by, I presume, the manufacturers of the machines, in collaboration with the department; and then it was all turned over to the Bureau of Statistics. That whole unit now is part of the Bureau of Statistics.

Q. Did the commission have anything to do with it?—A. We suggested that they take steps to do that work more than ten years ago.

Q. Did Mr. Gilchrist or the National Revenue have anything to do with it?—A. Not directly, but certainly indirectly, because we prepared the report which the department had on file as long ago as 1924.

*By Mr. Deachman:*

Q. Was there not duplication? Was this work not done by the Department of National Revenue and the Department of the Bureau of Statistics?—A. I think not. For a number of years I think there was no tabulation there, I think simply they were abstracting long-hand character tabulations of customs receipts, and now it is all being done on Hollerith punch cards and they are getting the work out much sooner.

*By the Chairman:*

Q. Who are the investigators who have recommended increases in salary without being asked for?—A. I am getting that information.

Q. Not all investigators acted on these lines?—A. I am not sure; I think we can find more than one investigator, anyway.

Q. I do not want to go into too much detail; but I should like to have the name of the investigator and the branch of the department where it was done. That can be done while you are here.—A. That is what they are doing this morning.

Q. That is all for this morning. We shall meet this afternoon at 4 o'clock.

The committee adjourned to 12.55 p.m. to meet again this day at 4 p.m.

[Mr. C. V. Putman.]

## AFTERNOON SESSION

The Committee resumed at 4 o'clock, p.m.

The CHAIRMAN: Now, gentlemen; will you please proceed.

C. V. PUTMAN, Chief of the Organization Branch, Civil Service Commission, recalled:

*By Mr. Tomlinson:*

Q. Mr. Putman, you have charge of the investigating branch in which appointments to be made are investigated; is not that right?—A. Not necessarily appointments to be made, positions which are established.

Q. Positions which are established; or, do you not investigate applications of people?—A. No.

Q. You have nothing to do with that at all?—A. Not a thing.

Q. Who has the control of that?—A. That is altogether in the examination branch.

Q. That is in the examination branch?—A. Yes.

*By Mr. Mulock:*

Q. I want to ask you a question about another matter. Who was responsible for deciding on the statutory increases?—A. That is entirely in the hands of the department.

Q. It has nothing to do with the Civil Service Commission?—A. It has nothing to do with the Civil Service Commission at all, by an amendment to the 1932 Civil Service Act.

Q. Whether a man receives promotion or not is it still in the department?—A. It is still in the department.

Mr. MULOCK: Thank you.

*By the Chairman:*

Q. Mr. Putman, I would like you to give us some information about the qualifications of the investigators; of course, there are three kinds of investigators—the junior investigator, the investigator and the senior investigator?—A. There are three grade, grades 1, 2 and 3.

Q. Yes; and how do you call them?—A. Investigator, Organization Branch, grade 1, grade 2 and grade 3.

Q. And what is the junior investigator?—A. A man who comes in to learn the business.

Q. Yes. Well now, I would like to ask you a few questions?—A. I will try to answer them.

Q. I have here in your own file, the examination file, there are some—how do you call that—notices of vacancies?—A. That is a notice of advertisement.

Q. Notices of advertisements. Well there are two serials there, and one serial of five pages, and under the one for senior investigator you have written in pencil in your own hand, "send questionnaire"?—A. Yes.

Q. Will you please compare that one with the other one just across the page there in the file and tell us which one is the first. Is it the one on which you wrote in pencil or the other one?—A. I would say the one was a copy of the other?

Q. Yes?—A. That one is a second or third copy and the other one is a copy before—

Q. No, because the one that was the first I presume was the one at the bottom on which you have written something in ink and it is typewritten on the other.—A. Yes, that is right.



Q. And therefore will you please tell us what is the difference between the two? Will you please enumerate the duties of investigators as they were there, the three grades. I presume the best way for you to do would be to read them starting with junior investigator, which is I suppose grade 1?—A. Well, the junior investigator, "Under supervision, to assist in making investigations and surveys and in preparing reports thereon for the Organization Branch of the Civil Service Commission as required." Do you want me to read the examples?

Q. Well, I think perhaps it would be better if you read the qualifications.—A. Qualifications: "Education equivalent to graduation from a university of recognized standing; one year of experience in business, engineering, or investigational work, initiative, tact, and good judgment; good address."

Q. Yes; and you have written in your own hand and initialled underneath that data, "preferable not to be more than 35 years of age—C.V.P."?—A. Yes.

Q. And you did the same thing for another previous notice, the advertisement about the other investigators?—A. Yes.

Q. And the same thing also— —A. For senior investigator.

Q. For senior investigator?—A. Yes.

Q. And then, will you please read the qualifications for investigator?—A. The qualifications are, "Education equivalent to graduation from a university of recognized standing; two years of business or engineering experience; ability in investigational work; supervisory ability; initiative, tact, and good judgment; good address. While a definite age limit has not been fixed for this position, age may be a determining factor when making the selection."

Q. And, for senior investigator?—A. The qualifications for senior investigator are: "Education equivalent to graduation from a university of recognized standing; at least four years of business experience one year of which shall have been in investigational work, knowledge of the routine and technique of making business investigations; supervisory ability; initiative, tact, and good judgment; good address. While a definite age limit has not been fixed for this position, age may be a determining factor when making the selections."

Q. And the difference between the junior and the investigator was one year more of experience in business or engineering or investigational work?—A. Yes, that is true.

Q. And the difference between these two grades, senior investigator and investigator, are four years of business experience?—A. And one year of which shall have been in investigational work.

Q. Which was not required for the other grades?—A. Right.

Q. Now, will you please read the other two notices for senior investigators and investigators—the qualifications?—A. For senior investigator: "Education equivalent to graduation from a university of recognized standing; at least four years of business experience one year of which shall have been in investigational work; knowledge of routine and technique of making business investigations; supervisory ability; initiative, tact, and good judgment; good address. While a definite age limit has not been fixed for this position, age may be a determining factor when making a selection."

Q. What was meant there by "age may be a determining factor in making a selection"?—A. It was thought inadvisable at that time to take anybody on the staff who would be 55 or 60 years of age.

*By Mr. Tomlinson:*

Q. And that is so to-day?—A. Yes.

*By the Chairman:*

Q. And across the page in pencil there are notations about the examination—"a special rating of education and experience and a special paper on accounting, cost systems and modern office appliances, will be given." You added that?—A. Yes.

[Mr. C. V. Putman.]

Q. And the qualifications of investigators are about the same on the second sheet as the one that you read in the first place?—A. I think it is exactly the same.

Q. No, if you please turn across the red sheet, there are other notices for senior investigators, investigators and junior investigators?—A. Yes.

Q. Will you please read the qualifications and state if there is any difference between these qualifications and the one that you have already read—it is not necessary for you to read them in a loud voice?—A. Yes, there was the word “preferably” inserted in both the advertisements for senior investigator and investigator.

Q. Yes, and you added that yourself?—A. No.

Q. Do you know whose writing that is then?—A. I could not tell you who added it at all, but I did not add it, I could not write as well as that. There is a notation here which is in Mr. Bland’s writing.

Q. That is in Mr. Bland’s writing?—A. Yes.

Q. And this?—A. I do not know.

Q. It is not Mr. Bland’s handwriting?—A. I do not think so.

Q. Well now, could you please tell us what are the actual qualifications for these three positions of investigators?—A. I am afraid I haven’t got the schedule as it appears to-day with me. I have not the definition as it appears to-day with me.

Q. I could help you by showing you Mr. Medland’s file, for instance; and you will see it. Is there any substantial difference between the qualifications required to-day and those in the past?—A. Yes, because the salaries have been very materially increased and what we expect of an investigator grade 3 is very much more than we expected of a senior investigator in those days. The salary for grade 3, which was then the senior investigator, was from a minimum of \$3,000 to a maximum of \$3,720.

Q. Yes. Now, I will go over that—if you don’t mind, gentlemen. Will you please pass over Mr. Medland’s file to Mr. Putman. Mr. Putman was born in 1889?—A. Yes.

Q. And there is something about his education. He went to a secondary school and then had two and a half years at London University?—A. Yes.

Q. And the Bankers’ Institute?—A. Yes.

Q. And inter. B. Sc., London University?—A. Yes.

Q. Did you ever make a check-up or a confirmation of that education?—A. I never did, no; it is not part of my work to do anything like that. If there was any such check done it would be done by the examination branch.

Q. You check over the experience?—A. Yes.

Q. Therefore the examination branch makes the check?—A. I do not think they did. This is a sworn statement—I do not think they do unless there is some question raised. I do not think we would question the statement as to what a man said his education was, not as a general rule.

Q. And there is no check on the education?—A. I would say not as a general rule.

Q. He could have said he was a doctor of philosophy of the University of Paris or Berlin or Bonn, and if it had been declared or sworn it would be accepted by the commission?—A. Well, that is—

Q. In fact, nobody in the commission knew him at the time that he was in London?—A. Not that I know of.

Q. And therefore it was taken for granted that he had that education because there was a declaration by him to that effect.

Mr. TOMLINSON: A sworn statement.

The WITNESS: A sworn statement.

*By the Chairman:*

Q. Sworn or declared?—A. A sworn statement.

Q. No, it is a declaration.—A. Taken before a notary public.

Q. Not sworn, declared. Now, will you please look at this and tell us if there is anything else beside the seal of Mr. Russell M. Dick, notary public, Ontario, to attest that experience?—A. There is nothing except Mr. Medland's statement in the attestation. It is signed by Mr. Medland before Mr. Dick.

Mr. TOMLINSON: Has not a declaration the same effect under the Canada Evidence Act as an oath?

The CHAIRMAN: No.

Mr. TOMLINSON: In Ontario it has.

The CHAIRMAN: No one is guilty of perjury who—

Mr. TOMLINSON: Oh, yes, under the Canada Evidence Act, strictly.

*By Mr. Glen:*

Q. When that man came before you with the statement of certain qualifications would you not ask him naturally for his credentials, and if he had a certificate showing his qualifications?—A. The examining board may do so, yes.

Mr. TOMLINSON: I would not want that impression to get out. I am sure a declaration has the same effect as an oath.

The CHAIRMAN: Yes; that is all right.

Mr. TOMLINSON: I would not want that to go out from this committee, because there are many declarations taken.

The CHAIRMAN: I am not quarrelling with you on that, because you are well posted on these matters; but there is eminently a distinction between a declaration and a sworn statement.

Mr. GREEN: Not in our province.

The CHAIRMAN: In our province there is; nevertheless there is a difference between a declaration made like that and a statement in court; but I am not going to argue it here.

Mr. GLEN: On a declaration is there not a statement to the effect that this declaration is made under the Canada Evidence Act?

Mr. TOMLINSON: Let us have a look at that. We had better take a look at that. It is not made according to the Canada Evidence Act.

The CHAIRMAN: We will continue.

Mr. GLEN: It does not matter; we have not got the man on the stand. Is there any question that the declaration made by this man is inaccurate?

The CHAIRMAN: No. But the point is it is not checked up. It is taken for granted and it is not checked nor controlled by anybody. Any man could come in and make a declaration to the effect that he had attended a university and had taken a degree as a Bachelor of Science. Apparently they do not ask them to show their diplomas; it is taken for granted what they declare is all right.

Mr. TOMLINSON: As I understand it, these are supposed to be declarations. Now, if they are not correct as a declaration under the Canada Evidence Act—

The CHAIRMAN: I do not say they are not correct. That is not my point at all and I do not want to convey to anybody that there is something false about it. But they should be cautious and it is essential to see the diploma of a man who pretends he has a degree.

Mr. GLEN: Quite.

The CHAIRMAN: The diploma is the best proof of the degree.

[Mr. C. V. Putman.]



Mr. GLEN: The point you are making is that he should prove to the satisfaction of the investigator that he has that diploma.

The CHAIRMAN: Exactly.

Mr. TOMLINSON: My further point is that these people take a declaration. That declaration either should be subject to the Canada Evidence Act or not, and if it is not under that Act then there will be no difficulty in the commission in redrafting their application form and placing a clause in there saying: "I hereby make this declaration, subject to the Canada Evidence Act", or in other words it would have the same force and effect as if made under the Canada Evidence Act.

The CHAIRMAN: Mr. Tomlinson, I want you to understand my point. I am not saying that what Mr. Medland has declared is not true; but if I were in the organization branch or one of the commissioners I would not be satisfied with that. I would tell him, "you say you are a Bachelor of Science of the University of London. Show me your diploma." Then I would be satisfied by that evidence, because it is the best evidence.

Mr. GLEN: So far as the commission is concerned there is no evidence that the diploma has been presented. The point you wish to make, without going all over a file, is this, that recommendations should come from this committee to the effect that investigators shall arrange their work so that qualifications and diplomas shall be examined in accordance with the declaration of the man's file. That is the point you are trying to make?

The CHAIRMAN: Yes, but I do not want to insist on that.

Mr. GLEN: Is there any other point you have in this particular file other than that fact?

The CHAIRMAN: Yes. I should like to have some proof about his experience. I find it strange that the commission did not check that statement when a man says that he has a degree from such-and-such a university.

Mr. GLEN: You made up your mind. You have gone over this file and have confirmed your opinion as to that. Would it not be sufficient for you to ask the question of the witness whether he thinks that the educational qualifications, insofar as the diploma is concerned, ought to be submitted, and whether that would be his opinion, and after that is done we could get rid of the file.

The CHAIRMAN: No; we have to make up our own minds on these files, and Mr. Putman's opinion on that would not be considered, because he evidently found it satisfactory; but I do not find it satisfactory myself. I would not be satisfied with that evidence if I were an investigator; besides that, the only thing that I want Mr. Putman to show is the experience of Mr. Medland before he came into the service. It will not take long.

Mr. GLEN: Suppose that particular question that you are anxious to put with regard to the practice of the past reveals this to you, namely the declaration as filed, and the investigators so far as we know accepted that. They did not ask any further questions as to the production of any diploma or certificate or as to qualifications. Now we, as a committee sitting here, want to know what will be the practice in the future. Have you any questions to ask the witness here as to what will be the method by which they can investigate qualifications and what the experience shall be, etc.?

The CHAIRMAN: It seems to me it is useless to discuss it at the moment or to ask any further questions of the witness on that point, because we will have to take it up.

Mr. GLEN: I think you miss my point. I thought you were laying a foundation for questions to the witness as to the method by which investigators are appointed, and then having arrived at that and knowing what it is, his opinion as to what should be dealt—

The CHAIRMAN: I think your opinion, Mr. Glen, is much better than that of the witness because you have nobody to defend. Without any discrimination, there is a friendly atmosphere in the Civil Service Commission and everything is painted in pink; and because of that there has been carelessness in not having a check on those degrees and diplomas. I am not saying that to be unpleasant to anyone—

Mr. TOMLINSON: I want to carry this discussion with regard to the Canada Evidence Act a little farther. I should like to touch again on the declaration that is supposed to have been made by each candidate who applies. In that connection I want to refer to section 36 of the Canada Evidence Act, Revised Statutes of Canada, 1927. This is what it says:—

Any judge, notary public, justice of the peace, police or stipendiary magistrate, recorder, mayor or commissioner authorized to take affidavits to be used either in the provincial or dominion courts, or any other functionary authorized by law to administer an oath in any matter, may receive the solemn declaration of any person voluntarily making the same before him, in the form following, in attestation of the institution of any right, deed or instrument, or of the truth of any fact, or of any account rendered in writing:—

I, A B, do solemnly declare that . . . , and make this solemn declaration conscientiously believing it to be true, and knowing that it is of the same force and effect as if made under oath, and by virtue of the Canada Evidence Act.

This declaration does not contain that and there is a possibility of the question of a technicality as to whether a false statement made in there is perjury according to the Canada Evidence Act and I would suggest that the forms from now on be redrafted and that this declaration be placed in there, so that the candidate applying knows what he is signing. In other words, he is liable to prosecution under the Canada Evidence Act if he makes a false statement.

Mr. BLAND: Mr. Chairman, may I point out that is the form in use now by the commission. The form was changed some years ago after consultation with the Department of Justice and the present application contains the statement that Mr. Tomlinson has just read.

The CHAIRMAN: Thank you. You know, also, gentlemen, that some people are under the impression that if they do not kiss the Bible they are not bound by oath. That is no insinuation. It is just an observation. After 25 years of practice as a barrister and counsel I know very well that some people are under that impression, that if they do not kiss the Bible they are not bound by oath.

Mr. TOMLINSON: Yes, they are.

The CHAIRMAN: Surely they are; but they do not think they are, and they make up their own minds about it.

Mr. TOMLINSON: They are.

The CHAIRMAN: It is very embarrassing to lawyers and counsel before the court.

Now, gentlemen, that being sufficiently discussed, I will ask you, Mr. Putman, regarding the statement of experience.

Mr. GLEN: We will follow this more intelligently if you will tell us where you are going, so we will know to where the answers lead.

The CHAIRMAN: Exactly. The questions of the diplomas and the degrees are settled for the time being. The man has declared that he had such-and-such a university qualification. Now there is another point that has to be considered with regard to this man, and that is experience. I should like to know what

[Mr. C. V. Putman.]

experience he had before he became a member of the civil service staff, and I shall read it to you and make it snappy. While in London Mr. Medland says he was employed by the London County and Westminster Bank Limited and that his salary was £60 per annum, £70 per annum and £80 per annum, and finally £110 per annum. Then he came to the Bank of Montreal, and was there from 1912 to 1915 where he received \$700 per annum to \$900 per annum.

Mr. FOURNIER: Was he appointed afterwards as investigator?

The CHAIRMAN: I am just coming to that. I will try to make it just as short as possible.

The WITNESS: What you read formerly about Mr. Medland's experience in the London County and Westminster Bank and in the Bank of Montreal is according to the statement presented by Mr. Medland.

*By the Chairman:*

Q. Yes, and when he left the Bank of Montreal to enlist at the time of the great war, it was in February, 1915; and then he was twenty-six.—A. He was born in 1889; so that he would be twenty-six, yes.

Q. And what he was doing at the Bank of Montreal in Montreal was general utility, the listing and sorting of certain cheques paid in by clients, crediting to proper stations money parcels remitted by agents, working in close cooperation with railways accounting departments concerned, and six months on the ledgers.—A. Yes.

Q. Then he had some other positions.

Mr. TOMLINSON: How long did he serve overseas, Mr. Chairman?

The CHAIRMAN: He served overseas from the middle of February, 1915, to the 25th of October, 1919. He was here for a time as army regimental sergeant major; then he was in the statistics branch at \$90 per month—clerk, statistic branch, OMFC, 178 Queen Street, Ottawa, Ontario.

The WITNESS: I think that is right, yes.

Mr. MACNEIL: Mr. Chairman, may I ask the purpose of delving into all these details?

The CHAIRMAN: No. I am just finishing.

*By the Chairman:*

Q. Then he was a clerk in the Civil Service Commission at an increase of \$20 per month from the 11th of February, 1920?—A. Yes.

Q. Then on the 9th of August, 1920, he was junior investigator temporarily at \$1,520 per annum, and three weeks after, on the 1st of September, 1920, he was investigator temporarily at \$1,980 per annum; and on the 6th of January, 1921, he was successful at a competition held in abeyance. What do you mean by that, a competition held in abeyance?—A. I would not know. Probably a competition that had not been completed up until that time.

Q. Yes. If you do not know, you will excuse me for not knowing myself. On the 1st of March, 1921, extension and salary increases, Civil Service Commission, \$2,400 per annum; the following month, the 1st of April, 1921, permanently appointed at \$2,400 per annum; and in 1930, nine years afterwards exactly, investigator, organization branch, grade 3, promotion, \$3,120, \$3,600. Now he receives how much?—A. I do not know whether he has reached his maximum yet or not. Let me see.

Q. \$3,600—at least, in February.—A. Yes.

Q. That is all right. Now, let us take Mr. Cole.

Mr. FOURNIER: Was this gentleman a graduate from a recognized university?

The CHAIRMAN: The University of London is a wonderful university; but there is no proof of that except his declaration, which is not in conformity with the statute, and which the commission had to change afterwards probably on account of conformity.



Mr. DEACHMAN: Mr. Chairman, I should like to ask how long we are going to go on with these investigations which carry us back so far into the past history and experience of the Civil Service Commission? We have just had one which has lasted I do not know how many hours, apparently directed to the idea of proving that this man had not taken the proper oath. We find after a long investigation that the form of oath has been checked and corrected—the affidavit or declaration or whatever it was, has been checked and corrected some years ago; so we end up here in a blind alley. Throughout this investigation we have in a great many cases made a very careful study of the records which extended back to the days of the war and some of them were old when the declaration of peace was signed. We had an examination of the civil service in 1932, and at that time there was a change in the staff of the Civil Service Commission; so that the sins which may have been committed prior to that date cannot fall upon the present Civil Service Commission, and it seems to me to be wholly useless to go on continuing to investigate them. We also face this difficulty, that we are nearing the end of the session; so I venture to suggest that we ought to start now, right from this point that we are at, to change the direction of our investigation, with the idea of finding out the ways in which the present day civil service can be improved. We have, in other words, been looking backwards from the time we have started; and I suggest, Mr. Chairman, that it is time that we turned now and looked forward. When men are looking backward all the time, there is always the suggestion made that they are getting old; and we who are here before you today, Mr. Chairman, are very young men, with a forward look; and we hope to benefit the civil service of the future. We hope that our examination of it now will be such that the civil service committee which meets a few years hence will not turn back and go over this work which we have already done. I would therefore suggest this and I think the members of the committee will approve, that we concentrate upon the idea of finding out definitely the things which are wrong, and then that we go forward, in cooperation with the members of the Civil Service Commission and with others who are here present, with the idea of finding what we can do to improve those conditions. That is my suggestion, and I think it would meet with the approval of the committee.

The CHAIRMAN: I thank you very much, Mr. Deachman, and I know that you are sincere in that. I should like to point out to you two things; one is that the other day Mr. Bland admitted that we had more information than any committee ever had. That is the first thing. The second point is that Mr. Stitt, one of the commissioners, has admitted also in his evidence that the human value of the men who are in charge of the operation of the Act has to be considered also—a thing that has never been done by any parliamentary committee in the House of Commons; and that is why we have to go back to the start, because the thing has never been done before. Afterwards it will be much easier; if you recommend a permanent parliamentary committee on civil service, they will not have to go through that, and the work will be much easier. What I cannot stand for is a bank clerk of experience in his field, but with no administrative competence, being in charge of the reorganization of all departments. I do not blame Mr. Putman for saying that his men are the best men. Some of them are very good men. But I cannot stand for bluff, and in this matter I have worked perhaps as much as any of you.

Mr. FOURNIER: More.

The CHAIRMAN: I want you to be interested in the work that we are doing. A part of it is dull; I understand that.

Mr. DEACHMAN: Mr. Chairman, in regard to the bank clerk—it is no reflection upon a man to suggest that he was a bank clerk.

The CHAIRMAN: Oh, no.

Mr. DEACHMAN: Lincoln, after all, was a rail splitter.

[Mr. C. V. Putman.]

The CHAIRMAN: Mr. Hepburn was a bank clerk. It is no reflection upon anyone. What I mean is that a man who is experienced as a bank clerk, and as a clerk in the Bureau of Statistics, has not acquired the kind of information to enable him to deal with the organization of departments. That is my point of view. I may be all wrong on that. You are not bound to share that point of view, but it is my humble point of view. And so long as I have not seen Medland's diploma, my mind would not be satisfied about that. That is all I have to tell you. Of course, "tot capita, tot sensus"—so many heads, so many thoughts. I understand the way of reasoning of members who do not think as I do on some matter. That is their own business. I have told you repeatedly that I am in your hands; and if you do not want the committee to hear any more about the real qualifications of each man occupying a major position in the organization branch, I am in your hands, and I will not insist on it at all. I have worked on that to get you the information, and that is all; I will try to make it as snappy as possible.

Mr. MULOCK: Go ahead.

Mr. GLEN: Along the lines you spoke just now, I am in an entire accord. But what I would like, and I think most of the members of the committee would also, would be to get some fundamentals as to the practices of the past in order that we may correct them in the future. Now you have gone over, with tremendous work, a great many of these files. You have got to the place now where you are not satisfied with the qualifications of these investigators and the actions that have been taken in their appointments. All right. I think the committee is satisfied with that, and we would be able to make a recommendation from this committee, namely, that the practice now, in the opinion of this committee, is so-and-so, just as they decide, and I think we have got the principle adopted, and it would save a lot of time. Just as has been said, we are getting so near the end of the session that we do not know what is going to happen, and it would be a colossal mistake if this committee were to go without having their report properly discussed in the House. I would suggest, along the lines that Mr. Deachman spoke—having established the principle, let us now go forward.

Mr. O'NEILL: Mr. Chairman, Mr. Glen has made the remark that it would be a colossal mistake for this session of parliament to end without us bringing down a report. If we must bring in a report, it would be a more colossal mistake to bring in a report when we have not made sufficient investigations to make a thorough report. That would be far worse than to let the session adjourn without a report at all. My opinion is that this thing should go along. I have never been on one of these committees before, and I do not know very much about it; but it seems to me, from the amount of effort and the amount of time and energy that the chairman has devoted to this, that if that had been done about fifteen years ago in this House of Commons, you would not have the things that you are trying to investigate now that have happened that many years ago. Another thing that I do not like in this committee is that whenever anybody suggests that there may be something wrong—and I am not suggesting that there is anything wrong personally with the men that are at the head of the civil service—but if there should be wrong methods, if you make any suggestions about it, you are instantly charged with getting back to rotten political tactics. We even see in the newspapers that any man who says anything that is not in exact accord with what is being done in the Civil Service Commission wants to take things back to political patronage. Now, I do not agree with that at all. There are many forms of patronage which in my opinion are infinitely worse than political patronage, and some of these things exist in the civil service, if I can make any guess. It is a guess, because there are lots of these things that you cannot pin down and prove.



Any man who wants to look through the files cannot help but come to the conclusion that there are other forms of patronage that exist besides political patronage.

If we are not in a position to make a report when this House adjourns, it is too bad; but maybe we can make a lot of progress and when the House does meet again perhaps they can continue along the lines which we have begun.

Mr. GREEN: Mr. Chairman, is it your idea that these men who have been mentioned have not been doing their work properly and are not now in a position to do the work in a competent manner? If that is the case, I certainly think we should go into it; but if it is a question of whether or not they had certain qualifications at the time they went into the service twenty years ago, surely it is only wasting our time, because the test is whether or not they are efficient at the present time.

The CHAIRMAN: Mr. Green, I will explain my position. There is a thing that I abhor and which I have never mentioned before. It is bluff, bluff. Take for instance the case of one of the investigators. The record of his education shows that he was educated in a private school in England and in various different schools in New York, United States; London, Woodstock, Toronto and Ottawa, Canada. Why not mention Buenos Aires or San Diego? He also mentions a civil engineering course with the International Correspondence School of Scranton, Pennsylvania. Is that a university of repute? Then he adds something about serving a short apprenticeship in several of the trades. Read as student member of the Society of Civil Engineers,—a student member, Montreal. Subjects: railroad, survey, location and construction work. Surveying. Routing of work and handling materials in various organizations. Time and motion as applied to manufacturing. Relation of grouping, routing, lighting and ventilation to production.

Mr. GREEN: How many years old is that?

The CHAIRMAN: He started to work for Mr. Bailey, architect in Ottawa, in 1901.

Mr. DEACHMAN: What is the date of that application?

Mr. GREEN: How many years old is that?

The CHAIRMAN: He is fifty-two.

Mr. GREEN: How long ago was the application made?

The CHAIRMAN: It is a long time ago. He was a draftsman in the Department of the Interior.

Mr. GREEN: How many years ago?

The CHAIRMAN: In 1917, and in 1920 he was classified senior clerk, Department of the Interior.

Mr. DEACHMAN: What date was his first application made to the civil service?

The CHAIRMAN: I have not his file complete. Besides that, he has had extensive foreign travel in company with men of education and affairs.

Mr. GREEN: That was before the merit system was put into force.

Mr. TOMLINSON: No.

The CHAIRMAN: If you admit that that man was chosen or assigned without merit, what is the use of keeping him? I do not say that he is not a good man at all, but all I mean is that I am against that bluff. I find it bluff. And if the Civil Service Commission gets rid of bluff it will be just as good as when the departments get rid of favouritism.

Mr. GREEN: But the test, surely, would be whether or not the Civil Service Commission are now paying attention to what you call bluff of that type.

[Mr. C. V. Putman.]



The CHAIRMAN: Yes, but you admit that this is bluff. Therefore, that man is a bluffer. He goes around with a bluff, and if that is a bluff that man is a bluffer. I do not mention his name. He goes around the departments and goes around with his bluff.

Mr. GREEN: At that time it may have been the practice for everybody to put in very flattering remarks about themselves.

The CHAIRMAN: Mr. Green, you will see that in the report. It is the Griffenhagen and Arthur Young company who have implanted bluff in the civil service, and we will render an immense service to the service itself if we can destroy the deepest roots of bluff in it.

Mr. GREEN: Of course, since that time, conditions have changed a great deal in the service, have they not?

The CHAIRMAN: I do not know to what extent.

Mr. GREEN: If you can prove that things like that are going on now, then we might be able to get some practical result, but it is a question in my mind whether it does any good to go back so far when you do not carry it up to the present time.

The CHAIRMAN: Suppose that any one of us crosses the ocean on the Queen Mary or the Normandie, imagine the number of men of education and affairs we would travel with.

Mr. BOULANGER: Mr. Chairman, I understand that the men you are now investigating are men who occupy important positions in the Civil Service Commission, and, of course, in order to examine their qualifications you have to go back to the date of their appointment.

The CHAIRMAN: Moreover, with regard to this man, Mr. Putman objected at first over his appointment as junior investigator. He knows who I mean. He objected to that, and when asked to make a report he objected and it was only after Mr. Foran recommended that he be appointed junior investigator that he was appointed. Afterwards, according to the file, that man was appointed investigator with retroactive effect dating back from before the time when Mr. Putman refused to recommend him as junior investigator.

Mr. FOURNIER: They forced this man on Mr. Putman in his branch?

The CHAIRMAN: Not in his branch. He was senior clerk first, but they suggested to Mr. Putman—I do not give any name, remember that, Mr. Putman. Mr. Putman says “yes.” Mr. Putman was asked to recommend that man as junior investigator, grade 1, and Mr. Putman refused. Then there was a meeting of the board and there was Mr. Foran’s recommendation which was seconded or approved by the commissioners, and that man was appointed first as junior investigator, then two or three months afterwards he was appointed investigator with retroactive effect going back to before the time when Mr. Putman, the chief, refused to recommend him for the position.

Mr. FOURNIER: He is still bluffing his way in the department?

The WITNESS: I would not say so.

Mr. TOMLINSON: Mr. Chairman, I would like to say this; that the statements made now certainly have a reflection on any one of those investigators, although the name has not been mentioned, and I would not want to be a party to anything reflecting on any young man.

The CHAIRMAN: Here is the file, Mr. Tomlinson.

Mr. TOMLINSON: Although the name has not been mentioned, I would not want to be a party to anything reflecting on any young man who is commencing his career and who has his career ahead. An older man who is passing out or passing through the twilight of his life, has not his career ahead of him. I think if a suggestion is made, the name should be mentioned. I think we should be four square.

Mr. GREEN: Surely the point is whether or not these men are competent at the present time, and whether or not there are any practices in the working of the Civil Service Act that can be improved. Now, for me those are the two points, and I think we should stick to them.

The CHAIRMAN: Yes, but what I have stated to you, Mr. Green, are the facts. It is a summary of the evidence that would have been given by Mr. Putman if he had read the file. I do not want to insist on that man, and I could say that he is neither Mr. Gilchrist, Mr. Boutin, Mr. Jackson nor Mr. Medland; he is one of the others. I have nothing against that man. I know none of the investigators. Mr. Putman is the only one I know, and I only met him once at a dinner of the Civil Service Association. I do not know the other investigators. I have no grudge against these people.

Mr. GREEN: The first thing is that somebody will suggest going back twenty-five years.

The CHAIRMAN: No, it is not that. If the officers of the commission do not question the background of everyone who goes there, when they ask for education and experience, we must do so with regard to those who are supposed to judge the candidates throughout the country applying for jobs in the Civil Service Commission. It is most important to know the degree of competence of a man and to know if he is solid, also if he is efficient to the core, or if he is just a bluffer. That is the point, and I do not want to mention any names or to discriminate.

*By Mr. Fournier:*

Q. How many investigators were appointed since 1932?

*By Mr. Tomlinson:*

Q. Give us each year.

*By Mr. Fournier:*

Q. Since the last committee on civil service.

*By Mr. Tomlinson:*

Q. You might as well take them all.

The WITNESS: I think only three investigators and one clerk, grade 4.

*By Mr. Fournier:*

Q. Give the names of those three?—A. A. F. E. B. Whitfield, appointed in 1937. E. P. Laberge, appointed the 1st of June, 1938. H. E. Treble. I do not know the date, but I think it was January, 1938.

*By the Chairman:*

Q. And Hughes?—A. And Hughes, a clerk, grade 4, appointed about the 15th of this last month, May.

Q. The Laberge and Hughes files were sent to Mr. Doyle?—A. I think so.

*By Mr. Fournier:*

Q. They went through the examinations before the examination board?—A. I beg your pardon.

Q. Did they go through examinations?—A. I was just going to make the suggestion that perhaps with the permission of the chairman if he would have Mr. Nelson explain how the examination was held for Whitfield and for Laberge, who has just been appointed, it probably would explain to the committee how these appointments are being made now.

[Mr. C. V. Putman.]

Q. All I wanted to ask you was if these men were appointed since 1932 after a competitive examination?—A. Appointed after competitive examination.

Q. After the positions were advertised at large?—A. Yes.

Q. And they were found qualified according to the qualifications of the position?—A. Yes.

*By the Chairman:*

Q. In regard to Whitfield he was teaching young boys at a college, and the principal of Ashbury wrote a letter to the commission saying he did not agree with his ideas, and it was on account of that that he left Ashbury. Now he is controlling and reforming the departments with another investigator.—A. He had had other experience besides teaching.

Q. Probably so, but he was teaching the young boys and now he is teaching the country.

*By Mr. Fournier:*

Q. There were only three appointments made in that branch since 1932?—A. Kinahan had been on the staff and resigned some five or six months ago.

Q. He has resigned since.—A. Yes.

Q. He was there for a short time?—A. He was there about two years.

*By Mr. Tomlinson:*

Q. You told us there were three appointments made?

The CHAIRMAN: Four.

*By Mr. Tomlinson:*

Q. Four new appointments since 1932?—A. Yes.

Q. One replaced a man who resigned about 4 or 5 months ago; is that so?—A. Yes.

Q. Then the three others were new appointments?—A. Yes.

Q. Would you tell me who requested these new appointments?—A. I originally requested them. When the question of unit services came up I could not get around fast enough and I needed some help and I wanted to try to get people who had enough experience so that within a very short time we could put them out on investigation.

Q. Now, we will take the four; did these men all have experience?—A. In investigational work?

Q. Yes.—A. To some extent they all had had investigational experience, yes; with the exception of Mr. Hughes. They all had some experience on investigational work along organization lines, yes.

Q. Will you tell me where the advertisements were sent?—A. I could not tell you that. That is something the examination branch would have to tell you.

Q. I want to find that out, because I am not satisfied with the advertising in the civil service?—A. You will have to ask the examination branch about that.

Mr. MACNEIL: Mr. Deachman has made a reference to the direction which this inquiry should take. I have listened attentively to the evidence which has been adduced in regard to these individuals, and I wish to congratulate the chairman because of the tremendous amount of individual effort he has expended in the preparation of this material for the use of the committee; but to me it just leads to the question of how we can most successfully carry out the purport of our reference and make our report to the house on the matters we are required to report upon. I have in mind that the file of one of the individuals under discussion apparently dates back to 1908. I think the better procedure would be to examine the results with regard to the various departmental activities and the Civil Service Commission, and of the commissioners—those



responsible for the competency of the staff employed. If we set ourselves up as an examining board to deal with the qualifications of these men we cannot then judge as to the results of the heads of the commission responsible for these results under the procedure that is now in effect. If we do that I think we will be on safer ground in giving a report on the commission and the civil service, and we will be able more effectively to advance recommendations if we proceed along those lines than we will if we conduct an inquiry with regard to the qualifications of individuals. Can we speed up reorganization of the Civil Service Commission? Will our report not be seriously deficient if we are not able to deal specifically with the results to date of the procedure that exists to-day? I find myself in agreement with Mr. Deachman that we should not give superficial attention to the qualifications of individuals, but rather that we should direct our attention to the results achieved by the organization branch under the methods that are now in force.

The CHAIRMAN: I thank you, Mr. MacNeil; and also Mr. O'Neill; for your kind words about myself. I do not think I deserve them. On the other hand, when I start out to do a job of work I like to finish it. It pleases me very much indeed to see the interest you show in the work that we are proceeding with now. Of course, I could tell you that I have a draft report which is ready to submit to you, gentlemen—

Mr. MACNEIL: Oh!

The CHAIRMAN: My intention was—of course, this is not for the press now.

Mr. GLEN: That must be exceedingly good news for Mr. Deachman, the "lazy man" of this morning's meeting.

The CHAIRMAN: I will tell you, gentlemen, what remains in regard to this hearing. I will tell you first that the hearing for me is of much less importance than the appendices which contain the rulings of the commission. I have taken the trouble to make an index of them, which you have all received; and it was sent to all members of the House of Commons to show you where to find what you want. We had a professor of law in my younger days who used to tell us, the students, that a good counsel is not one who knows all the law, he is one who knows where to find the law, as Mr. Tomlinson has just done. Therefore, what is important for you is to know where to find the nigger in the woodpile—to use a common expression. Moreover, I will ask you something else. I will ask you kindly to send to me what you think the most important point that each one of you has brought before this committee in order that I consider it in my report, and you will help me greatly by doing so, everyone of you. I will write you a letter asking what you consider the most important point to be brought before the committee when we discuss our report and then I will give it consideration and every matter will be discussed. I want to keep it in order. But now, with regard to the evidence, for me it is very simple. There are nine men who are under Mr. Putman—is it 9 or is it 8?

The WITNESS: Yes, 9.

The CHAIRMAN: Who occupy positions of vital importance and I would like to hear their qualifications. That is all.

Mr. GOLDING: I think we all appreciate the fact that the chairman has done a tremendous lot of work in trying to get the members of this committee the information in regard to the practices and judgments that have been given in connection with the various questions that have come up in the service. Personally I am particularly anxious not so much about the evidence that is brought before the committee as the report that we are going to present to parliament. As I see the situation it is this; two roads lie ahead of us, either we are going to try to improve the merit system or the other road, we are going to go back to the patronage system. Now, what I hope—and I expressed this

[Mr. C. V. Putman.]

hope when the committee started the first day—is that our efforts will be directed towards improving the merit system as we have it in the civil service to-day. Any evidence that is brought to light to show that that merit system is not working, is not being operated as it was intended, through the commission or otherwise, will be all to the good of the commission itself; and I think that any evidence you can bring out which will show that things are not as they should be will have the result that the commission will try to improve the situation within itself; the examining boards will try to do the same thing; those who have to do with promotions and that sort of thing will all try to improve the Civil Service of Canada; and that should be after all our ambition in connection with this investigation. I do not know that I am particularly anxious to see the committee delve into what has happened 20 years ago, but I am anxious to see what has happened recently; and if there is any fault to try to improve things, as I said before. Now, that is my hope and ambition, that we try to improve the whole Civil Service of Canada.

The CHAIRMAN: I thank you very much, Mr. Golding; but I can tell you right now that I am personally in favour of the merit system—

Mr. GOLDING: Hear, hear.

The CHAIRMAN: —and naturally with the exception of minor positions which are rather a hindrance to the commission. When the commissioners say that they will apply the merit system to positions other than those that they have now I can't believe it, because according to the evidence of Mr. Stitt at times he had to act as a rubber stamp on reports that were submitted to him; and if they have still more reports you will have to increase the rubber stamps. My idea is that we should make a distinction between the positions which are rather of a technical nature or special positions in Ottawa, those are the main ones; and to decide about real fitness without any interference from departmental officials who favour their sons or relatives and want to get them placed in a department or in the Civil Service Commission; and it will be a real merit system so that when a young boy in any part of Canada writes an application for a position he will at least be sure of having fair play and a fair chance to compete for it, and there won't be any pulling of strings; he will be satisfied, and all the others, with the ruling of the commission. And that is my humble point of view about that.

Mr. TOMLINSON: That is correct.

The CHAIRMAN: Moreover, there is no job of the commission that I am interested in except one of caretaker in my constituency and I would like to see that go to the widow of a man who was disabled overseas—

Mr. FOURNIER: According to regulations you cannot solicit the Civil Service Commission here.

The CHAIRMAN: I am making no solicitations, but I have my duty to do on that.

Mr. TOMLINSON: I was wondering when we might expect the draft report?

The CHAIRMAN: I will tell you, it will not take more than a week to complete our evidence regarding the organization branch and the examination branch, and then on Monday we will hear the Legion and the Amputation men privately, as was decided between us—we will have an informal talk in one of the rooms of parliament probably Monday afternoon—and then on Tuesday morning we could close off by hearing the Professional Institute and the Federation of Civil Servants, and then we will be finished, if you like it. Moreover, gentlemen, I will not go to the Quebec Liberal convention on Friday if you want to sit on that day—

Some Hon. MEMBERS: No, no, no.

Mr. TOMLINSON: You are liable to become leader of that group.

The CHAIRMAN: I am more interested in working with you and trying to do a good job. This work we are on at the moment is more important than anything else.

Mr. TOMLINSON: You are very likely to become the leader of that group.

The CHAIRMAN: No, no, no.

Mr. MULOCK: Hear, hear.

Mr. GLEN: We don't want to stand in your way.

The CHAIRMAN: I am very happy with you, and I speak personally—

Mr. TOMLINSON: I would rather sit on Saturday.

The CHAIRMAN: If you agree with that we will proceed with the evidence to-day, more about the organization branch and the examination branch this week, and next week we will have to study ways in which we can improve the civil service—in fact we know more about the civil service now than the civil servants themselves do.

Mr. TOMLINSON: Go ahead, Mr. Chairman; carry on.

The CHAIRMAN: Now we will take Mr. Jackson's file.

Mr. TOMLINSON: I suggest that we have all these investigators' files and that they should be placed on the record.

The CHAIRMAN: Yes.

Mr. TOMLINSON: I think it is only fair.

The CHAIRMAN: Then we will proceed by elimination. We will take all the other investigators. With regard to Mr. Gilchrist there was a statement read by Mr. Putman yesterday which completed his file.

Mr. TOMLINSON: I think every one of the investigators so appointed should be placed on record. I think it is only fair that you should publish the ratings of all of these investigators.

The CHAIRMAN: We will proceed by elimination, and the one who was mentioned to-day, but his name was not given—

Mr. TOMLINSON: It should be given.

The WITNESS: I could supply that information to you privately should you not want to publish it.

The CHAIRMAN: No, no. Mr. Jackson's case is a special joy, and it was a recent one, too.

Mr. MACNEIL: Is there any evidence before the committee that the work of this individual has not been satisfactory? Is there any complaint from the department?

The CHAIRMAN: Oh, yes. You will lose nothing by waiting. But first, with regard to it, it is a peach—it is a peach. I cannot tell you more now, because if I tell you everything now you will not be interested. I could not tell you the end of any story before you start, you should read from the beginning.

Mr. MACNEIL: I appreciate your dramatics, Mr. Chairman.

The CHAIRMAN: Oh, no, no.

Mr. MACNEIL: I wish we had something to go by. I have found myself groping. I do not know in which direction the inquiry is going, or what relationship this has to our reference. It seems to me that before we proceed with an investigation of a prominent officer there should be some evidence before us that he was not performing his duties—

The CHAIRMAN: The dissatisfaction will be apparent to you as we proceed; because when the commission in view of the preference in his favour—

Mr. TOMLINSON: In view of the preference? What does that mean?

Mr. MULOCK: Let us get the evidence and we can decide.

[Mr. C. V. Putman.]



Mr. TOMLINSON: Have his record placed on file with us.

The CHAIRMAN: I will have it.

Mr. O'NEILL: I believe that every member of this committee wants to see the merit system retained. I do not think there is any question at all about that; but there are two things in my opinion that are very essential if you want to retain the merit system, and not wreck the thing altogether. These two things are as follows: you must know first of all whether the people at the top of the Civil Service Commission and at the head of every one of these departments have the necessary qualifications to fill those positions, and further whether they reached those positions by the said merit route. Now, unless these two things are carried out, how are you going to have a proper merit system? It is impossible. If the foundation is wrong the structure is bound to be wrong; it cannot be otherwise; and I think that these investigations should be gone ahead with.

The CHAIRMAN: All I want, gentlemen, is when a job is advertised that it shall go to the man who is best qualified by education and experience, no matter where he comes from; that is all.

Mr. TOMLINSON: We are talking of this investigator. I think that the file of every investigator should be placed on the record right now if we have them.

Mr. DEACHMAN: Would it not be well to have this man whom you are investigating here?

Mr. FOURNIER: Is Mr. Jackson here?

The CHAIRMAN: He may come at any time.

The WITNESS: He is not here this afternoon; I could get him in fifteen minutes.

The CHAIRMAN: If he wishes to come here we shall adjourn until the morning. It is 5.30 now.

Mr. TOMLINSON: I think it is only fair, when his record is being investigated.

Mr. MACNEIL: If we are dealing with the procedure by which he gained his appointment, is Mr. Putman the best witness to have with regard to the procedure? He is, after all, the chief of the organization branch, and I understand the appointments are dealt with through the examination branch. I would think it would be better to have either Mr. Bland or one of the other commissioners on the stand.

The CHAIRMAN: I will tell you, Mr. MacNeil, I have no objection to anyone being a witness with regard to these files; but as he is one of Mr. Putman's men and as Mr. Putman said yesterday that he had all good men under him—and I do admit that Jackson is certainly very intelligent—that he knows him well and is familiar with the file, I do not see why the chief should not give the communications on the file with regard to his investigator. However, it is just a matter of procedure, Mr. MacNeil and gentlemen, and I should like to tell you that I will act in accordance with your wishes. I am not to impose anything on the committee.

Mr. MACNEIL: I am referring to Mr. Putman's statement which he made a few moments ago to the effect that he had no knowledge of certain procedure with regard to examinations.

Mr. TOMLINSON: I am not worried about that. What I am worried about is all these investigators. Since we are taking some of them, all their records should be placed on file.

*By Mr. Fournier:*

Q. How long has Mr. Jackson been on the staff?—A. Since the 1st October, 1929, nine years almost.

Mr. GREEN: Can we get a copy of the documents that are being handed to the press?

The CHAIRMAN: The press will not publish them before they are read. I am giving them these documents today with the understanding that they will not be published before they are read in the committee, and I hope they will be fair enough to do that, and then we shall proceed as we have done in the past; the matter will be read by the witness and every member of the committee will have the opportunity to ask questions, because I could not have all these copies made in stencil. There is one for the reporter here.

Mr. TOMLINSON: Are these reports of all the investigators?

The CHAIRMAN: No, Jackson.

Mr. TOMLINSON: What about the other investigators?

The CHAIRMAN: The others will be there when Mr. Jackson comes. This is a particular case. If you wish we shall adjourn until tomorrow afternoon at 4 o'clock to hear Mr. Jackson.

Mr. DEACHMAN: Mr. Chairman, may I make a suggestion that Mr. Jackson should be here. There were some references made to his visit to Winnipeg at a previous meeting, and he was not heard. It was several days afterwards before the correction was made by Mr. Bland in his evidence under oath. I believe Mr. Jackson ought to be present while this investigation is going on.

Mr. TOMLINSON: I would think so.

Mr. DEACHMAN: So he may reply at the time.

Mr. TOMLINSON: I would move that he be present.

The CHAIRMAN: That is all right. Then we will adjourn until tomorrow afternoon at 4 o'clock.

Mr. FOURNIER: Could we not start with Mr. Nelson?

The CHAIRMAN: We can start with Mr. Nelson if you like.

Mr. SPENCE: That will not be published until tomorrow?

The CHAIRMAN: No. It is understood it will not be published before the evidence is heard. Mr. Fournier suggests that we hear Mr. Nelson now. Are you ready to hear Mr. Nelson now, gentlemen?

All right, Mr. Putman, will you please step down and remain in attendance.

STANLEY G. NELSON, called and sworn.

Mr. TOMLINSON: You will have a history of the other investigators here tomorrow?

The CHAIRMAN: Yes.

Mr. TOMLINSON: Have you the history of the other investigators?

The CHAIRMAN: It is upstairs.

Mr. TOMLINSON: I want to make sure. This is not a light matter to me.

The CHAIRMAN: No.

Mr. TOMLINSON: I want to make sure the history of all the investigators under Mr. Putman's branch is here.

The CHAIRMAN: Tomorrow afternoon at 4 o'clock.

Mr. TOMLINSON: Fine.

*By the Chairman:*

Q. Mr. Nelson, you are the chief examiner?—A. Yes.

Q. Of the Civil Service Commission?—A. Yes.

[Mr. S. G. Nelson.]

*By Mr. Tomlinson:*

Q. May I spend a few moments in asking the chief examiner a few questions. Have you any idea of the cost of sending examiners to different parts of Canada on the very small positions that have no merit and no promotional prospects and who are now appointed either by the departments themselves or by the principal of some high school?—A. Well, Mr. Tomlinson, I do not think I can give you any better estimate than Mr. Bland did the other day.

Q. You should have some idea, now.—A. Well, we would have to figure. I think the understanding was that we would need two and probably three travelling examiners.

Q. What would you estimate it would cost, now? What are the costs in the past years, or what would it have been in the past year if you sent examiners to each place in the Dominion of Canada with regard to these small positions?

Mr. MACNEIL: Port Elgin.

Mr. BOULANGER: That is on the map. He means Port Elgin but he does not like to say it.

The WITNESS: Are you thinking of caretakers?

*By Mr. Tomlinson:*

Q. Caretakers and lightkeepers with a salary of \$100 up to \$500 and \$600. They are numerous, you know.—A. It is very difficult to make any estimate of cost at the present time, as these are not the only examinations that are involved. There are others of more importance. That is, we do not as a general rule send out an examiner to care for one particular case. We group them and it is almost impossible to arrive at an exact estimate of cost.

Q. In other words, if you have a caretaker's position open and you do not care to send your examiner on that one particular case—A. No, that is right.

Q. —alone, it is unimportant; you wait until you have more important positions which are open and which the examiner must attend even though it is 150 or 200 miles away, depending on the place; no matter if it is a month or two months, you will wait and delay that appointment?—A. Not unduly. The necessity for oral examinations occurs rather frequently, so the time we must delay is as a rule not considerable.

Q. Well, now, what would you suggest as to the smaller positions? Don't you find them very cumbersome and of considerable trouble and difficulty? I just want your honest opinion. Never mind worrying about what the papers may say in the morning.—A. There is no doubt they cause trouble, but, I think, that to a large extent is due to a lack of appreciation of the fact that the commission is the appointing body and—

Q. When did they receive that intimation the commission is the—A. Well, there was talk the other day of the necessity of a publicity campaign, for instance, I think—

Q. I am not talking about that; I am talking about the small positions.—A. Yes, I appreciate that.

Q. The publicity business is more important in more important positions. I am talking about the small positions in one small locality. I should like you to give me your honest opinion about how you feel about these unimportant positions in which you say the principal of a high school would choose the man, and he goes to somebody else and he says, "it is unimportant business; I do not know why you do not do it yourself."—A. I do not think that is a satisfactory procedure, Mr. Tomlinson, but I do think that when the commission's experienced examiners are on the job a thoroughly satisfactory selection can be made and has been made.

Q. I am going to put this very bluntly to you. Would you say that these small unimportant positions can be filled more competently by your examiner from Ottawa than by a member?—A. No, I would not say that.



Q. You would not say that?—A. No, but I would say he is perfectly free to follow his judgment in the matter.

Q. He is perfectly free? Now, you would say that the examiner to-day is perfectly free in making the appointments for these small positions? You cannot say that because you have not any knowledge, your examiners have not any knowledge; the principals of the high schools do the appointing.—A. Yes.

Q. And some positions up to \$600 you leave to the departments—A. That is correct.

Q. Is not that correct?—A. Correct.

Q. Would not the service be improved if you did not make these small appointments, because you require more examiners on your staff? Would it not be a saving to the country, and would it not save a great deal of trouble with regard to investigations that you are having to do as shown by the files; would it not be better for the merit system and for the whole civil service if these positions were put out and that we advertised properly the more important positions? By advertising properly, I mean, according to the British system of advertising, in the newspaper. What is your opinion about that? I want your real opinion?—A. The way it appears to me is this, Mr. Tomlinson; we have a great many difficulties with these positions and I think unless there can be an appreciation of the fact that the commission is the appointing body, that they are probably causing an unnecessary amount of trouble. I do not admit, though, that we cannot make satisfactory selections.

MR. GOLDING: Mr. Chairman, I think we would like to find out from Mr. Tomlinson what he means by these small positions—the salaries ranging up to what?

MR. TOMLINSON: Well, I do not think I would like to name the exact amount of the salaries that I suggest. My suggestion was that this salary range should be studied; because when you take a lighthouse keeper at \$400—I know lighthouse keepers at \$400, and anybody could appoint them. There is no question about that. But when you get up to a \$1,800 position such as we have at Flower Pot Island, which is important, because large boats come around there, then I feel that that should be outside of the members altogether. That man requires merit for that appointment. But when you come to \$400, \$500 and \$600 for a caretaker in a small armoury in Port Elgin, anybody could do the job providing he had any physical capacity at all.

The WITNESS: Quite.

MR. TOMLINSON: That is what I mean by positions without merit; and that would require a definition after a certain amount of study by the committee.

The WITNESS: I do not think that they can scarcely be described as positions without merit, Mr. Tomlinson; because, after all, there are degrees of capacity even in a caretaker.

*By Mr. Tomlinson:*

Q. Will you just describe those merits? We will just have that.

*By Mr. Cleaver:*

Q. Do you not indicate that yourself, Mr. Nelson, in that you do not send out your trained examiners to participate in the examinations for these minor positions?—A. We do as far as we can.

Q. Yes, but you do not, do you?—A. We have been permitting the department to select them in the case of caretakers up to \$600 per annum.

Q. Does that not indicate that you do not consider these appointments of very serious importance?—A. Well, actually we were so busy that we did not think the time and expense involved was justified.

[Mr. S. G. Nelson.]

*By Mr. Boulanger:*

Q. Was it for that reason you gave away the rural post offices in 1932?—

A. We did not give them away.

Q. But they were taken away.

*By Mr. Glen:*

Q. Mr. Nelson, when you say you did not think it was worth the time and expense to have these appointments made, had you in view this fact, that you have only a limited amount of money to spend?—A. Exactly; that is quite right.

Q. And in fact, ultimately the reason that you now give is that you cannot make these appointments because you have not got the funds wherewith to carry them out? Is not that the answer?—A. That is correct, yes.

Q. But if you had the money, is it your opinion that these appointments, to round out the whole question of the civil service in Canada, should also be brought and kept under the Civil Service Commission?—A. Yes, definitely, Mr. Glen.

Q. Definitely?—A. Yes.

Q. In order that there shall be a civil service in Canada, the question of degree should not enter into and it should be made a principle under the civil service?—A. Yes. I think some expenditure is justified for preserving the general principle.

Q. You think some expenditure is justified for preserving the general principle?—A. Yes.

Q. And these appointments could come under it; an efficient examination could be made, provided you had sufficient money wherewith to carry it out?—A. Exactly.

Q. You have not entered into the question of the amount you would require in the Civil Service Commission to make those examinations.—A. It would depend; of course the other day you were speaking of postmasterships, small postmasterships.

Q. Yes.—A. That would involve a great number of examinations.

Q. Quite.—A. But as far as caretakers and light-keepers are concerned, I do not think there would be any considerable number.

*By Mr. Tomlinson:*

Q. What is the difference in merit between postmasters at \$400 and caretakers at \$400?

MR. GLEN: Excuse me. We are not dealing with the question of merit.

MR. TOMLINSON: You should be.

MR. GLEN: We will come to that later. What we are dealing with now is the question of cost between these small appointments that Mr. Tomlinson speaks of, and those I have been speaking of regarding the post office.

The WITNESS: Yes.

*By Mr. Glen:*

Q. It is not a question of merit in either of these, but your viewpoint is that they should be kept under the Civil Service Commission. Is that correct?—A. Yes.

Q. But you have not entered into the question of the cost that there might be to the commission to have these all brought under examination?—A. No. But I do not think it would be considerable for that class of position.

Q. I think Mr. Bland was asked by this committee to prepare a statement on the amount he would estimate would be required.—A. That is correct.

Q. But your opinion is that, in order to round up the civil service, these appointments such as in the post offices of which I have been speaking should all be part of the Civil Service of Canada?—A. Right. If I might express a personal opinion—

Mr. TOMLINSON: Now, Mr. Chairman, I want to carry this on.

*By Mr. Tomlinson:*

Q. The civil service of Canada is a merit institution, is it not?—A. Yes.

Mr. TOMLINSON: It is a merit institution. I do not want the impression to go out through the press that, due to my arguments on the small unimportant positions, I am not in favour of the merit system, because I want to go further. I want to have a real merit system, not a half-way system. I would place in an advertisement that no member of parliament should be consulted by a candidate. I would go that far. Until we do have that, we are not going to have a real merit system. What I am getting at is that there is a vast difference between the lighthouse keeper at Point Clark at \$400—

The CHAIRMAN: And the revenue postmaster.

Mr. TOMLINSON: Yes, and revenue postmasters.

The WITNESS: Definitely.

Mr. TOMLINSON: Revenue postmasters of any kind, and a lighthouse keeper at Flower Pot Island, at which large vessels call and which he is contacting all the time. At Point Clark there are no vessels. It has not even a dock. This is the argument I have in regard to the small positions—and I would like your opinion after I am through with my conclusion—I do think that we clutter up the workings of this commission, with the help and assistance that they now have and the money at their disposal, with these small unimportant positions that cause so much difficulty with the members and the little locality and still retain it under the Civil Service Commission and which, in my personal view, and from the evidence already adduced, they would be very glad to get rid of. I, as a member, am willing to take my responsibility in saving this country so much money, by assuming responsibility for appointments to the small unimportant positions, as long as I have that privilege, or the department under a particular branch. But when it comes to any merit, I would suggest that the commission retain it, and carry on under the merit system.

*By Mr. Tomlinson:*

Q. Now, I would like to get one important point from you also. Do you think that it would assist by advertising to the public—I do not think there is any more important point than this; after all you are a civil service commission sitting here in Ottawa and making these appointments—or by placing in your notices, and I mean public notices, the fact that no candidate must apply to a member or the defeated candidate? Do you think that is a good idea?—A. I think it is a good idea, Mr. Tomlinson, if it could be given effect.

Q. If it could be given effect?—A. Yes.

Q. Well, how do you mean if it could be given effect?—A. Well, it is an easy matter to set forth the instruction but whether or not it would be followed out, I do not know. I think it would be an excellent thing.

Q. Well, it would at least advertise to the public that the member is not concerned in this appointment, would it not?—A. Yes, definitely.

Q. It would have a very large effect on a candidate who wishes—A. Unless the prospective candidate might consider it a bluff, which Mr. Pouliot referred to.

Q. Oh, well, he might. But there might be a sample or two made.—A. I think it would be a very excellent thing if it could be done. There is no question about that.

[Mr. S. G. Nelson.]



Q. How about advertising in the public newspaper?—A. That has always been a question of appropriation. I think I can say this much, that we have increased newspaper publicity very radically within the last two or three years. We are using them more and more. There is no question as to the value of newspaper advertising.

Q. Should not all these technical positions be advertised? If it is a district position it should be advertised through a whole district in the daily newspaper that covers that district; if it is a dominion position, it should be advertised in reliable newspapers throughout the dominion.—A. It is certainly a much more effective form.

Q. I have in my mind that this is a civil service city, and there is a tendency for everybody in Ottawa to think that they should be on government work, regardless of the outlying country. I have that in my mind. I just want to make it plain here. One member, and a very good member, tells us that he has a thousand in the service from his own riding. I suggest that we should not just be too close to this city of Ottawa in our advertising.

Mr. BOULANGER: Would you include Hull?

Mr. FOURNIER: Oh, yes, he includes Hull.

*By Mr. Fournier:*

Q. Mr. Nelson, how long have you been in the civil service?—A. Since 1921.

Q. Since 1921?—A. January, 1921.

Q. Did you come in by examination or were you promoted?—A. No. I came into the examination branch by competitive examination.

Q. And you were examiner up until 1930, when you became chief examiner?—A. Well, I had progressed through two grades, and then was promoted to chief examiner.

Q. When were you promoted to chief examiner?—A. Effective from the 1st of January, 1935, but I was in charge of the branch from the summer of 1934.

Q. I have a file that I have just put before you. It is a file you know thoroughly, I believe, concerning the appointment of postmasters in Beauharnois in 1933?—A. Yes.

Q. I understand you believe in the merit system?—A. Yes.

Q. And as examiner and chief examiner you did your utmost to apply that principle in the system?—A. Yes.

Q. I believe it is generally applied in the service, the merit system?—A. Yes.

Q. But some exceptions do slip in once in a while?—A. Undoubtedly; it is not 100 per cent perfect.

Q. No. This file was brought to my attention some time ago. Sometimes political influence comes into appointments of postmasters?—A. Yes. We can judge that from a number of things,—that there are certain conditions operating.

Q. If you cannot get this before adjournment, will you do so for the next sitting, will you in that file find a memorandum from the postmaster's office dated 24th March, 1933; also a letter from Mr. Gaboury to Mr. Foran dated May 15th, 1933, and a letter from Mr. Coolican to Mr. Foran dated the 24th of March. I can tell you right now I have not found any documents to nullify that statement that resembles this one.—A. I have here a letter of March 24th from Mr. Coolican to Mr. Foran.

Q. Would you read that? Do you read French?—A. Fairly well. But I prefer that you look after that end of it.

Q. Would you read that letter from Mr. Coolican to Mr. Foran, please?—  
A. Letter of March 24th to Mr. Foran from Mr. Coolican:—

Referring to previous correspondence respecting the vacancy at Beauharnois, I am directed by the postmaster general to submit to you, for the information of the commissioners, a statement in connection with the candidates for the office.

Do you wish me to continue with the French?

Q. Could you give us a translation?—A. The candidates who have undergone their examinations are Messrs Watson and Manzies. These two gentlemen do not speak a word of French. Mr. Gingras is not solvent. Mr. D—, who was working for the Metropolitan Insurance Company at Valleyfield, lost his position because he was drinking and appropriated certain funds of the company. Mr. Paquette, though he bears a French name, does not speak French and has lived in Beauharnois only for a short time. Mr. C—is supposed to be addicted to drinking to a considerable extent and suffers from a brain condition from time to time. All these are veterans.

Mr. R—has lived in Beauharnois for only two months. He lives now in Melocheville, and—

Q. Between parenthesis.—A. And between parenthesis is an enemy of the government. Mr. V—, it is said, is addicted to drink. There is also our friend Mr. Leo Mayer, secretary of the village of Beauharnois. This gentleman is certainly qualified but has at the moment a good position.

The CHAIRMAN: Mr. Fournier, would you mind if the press did not mention those names?

Mr. FOURNIER: No.

The CHAIRMAN: You might mention the facts without mentioning the names. It is of no importance to the committee whether Mr. C—is a drunkard or whether he has something on the brain.

*By Mr. Fournier:*

Q. The object of this is to show that once in a while the ministers' offices will forget documents like this in files and have their opinions given before appointments are made. At all events, it is right in the file. You have been reading this letter. Read the conclusion.—A. "Should the commission's enquiry not show anything against the candidates and should further investigation be necessary, the department will advise the source of the information for that purpose."

*By Mr. Cleaver:*

Q. Who was the gentleman who was not a friend of the government?

Mr. FOURNIER: Mr. R—.

*By Mr. Fournier:*

Q. Would you read Mr. Foran's letter, dated 17th of May, 1933, addressed to Mr. Gaboury, the deputy minister.—A. This is a letter of May 17, from the secretary of the commission to Mr. Gaboury:—

I am in receipt of your letter of May 15, in which you refer to the re-advertising of the Beauharnois postmastership. As you are aware, the examiners considered that Miss Laberge was the most suitable of those applying. The commissioners, however, took note of the fact that Miss Laberge was quite without office experience of any kind before her appointment as acting postmistress and before proceeding to approve her appointment wished to be satisfied that there was no better candidate available. You will agree, I am sure, that there is some justification for

feeling that there should be in a community such as Beauharnois better qualified material than a girl wholly inexperienced in office work. The candidates in the former competition have, however, been entered in the new competition, and in the event of the further advertising failing to bring out any better type of candidate, the appointment will be made from the original group of applicants.

Q. This post office has a revenue of \$12,000 or thereabouts, and the postmistress or postmaster receives around \$4,000 a year?—A. Yes, that is right.

Q. It is quite a nice position. You were one of the examiners?—A. Yes, Mr. Fournier.

Q. You worked on these examinations with one, Mr. Menard, who was an inspector in the post office department?—A. Yes.

Q. First, the postmaster was dismissed and there was a temporary appointment of a Mr. Laberge? It appears in the file.—A. Yes, that is correct.

Q. Mr. Laberge was dismissed also, although he was temporarily employed, for some good reason. I would not like those names to be printed in the press. There was some good reason for dismissing Mr. Laberge at all events? That appears in the record.—A. I do not see it here, Mr. Fournier. There is a letter of January 5, reporting the change of office from Mr. Laberge to Miss Laberge.

Q. For our own satisfaction, you should find the reasons before you are a witness again. I have them, but I would rather you had them. Later on there was one competition, and a second competition after Mr. Foran's letter?—A. Yes.

Q. There were a good many candidates?—A. Yes.

Q. And you and Mr. Menard proceeded to Beauharnois and examined the applicants and saw these people personally?—A. That is correct.

Q. And Miss Laberge was appointed?—A. Correct.

Q. You were called on to make a report in December, 1936, concerning the appointment of Miss Laberge. Would you take that report and go over it?—A. Yes, I have it here, Mr. Fournier.

Q. The two last lines on the first page read: "Mr. Mayer was considered to possess suitable educational qualifications and had had experience which should have been particularly useful. His showing on the oral examination was, however, particularly disappointing. The examiners did not consider that his answers to questions indicated the intelligence that they had a right to expect from one with his experience nor did they feel that he would seriously devote himself to the duties of postmaster." You have that in your report?—A. Yes.

MR. CLEAVER: Was that an oral examination?

MR. FOURNIER: Yes.

MR. CLEAVER: What was his standing on the written examination?

MR. FOURNIER: There is no written examination.

THE WITNESS: No formal written examination. There is an informal test held to determine whether the candidates can write decently and perform simple arithmetical operations, but it is not taken into account in arriving at the final results. That is, it is a guide to the educational claims of the candidate. That has been held in all cases for some years as a part of the interviewing of the candidates.

*By Mr. Fournier:*

Q. On the second page you have Mr. Mayer as one of the successful candidates. You write down that he is 51 years of age, possesses suitable educational qualifications, and has been for fifteen years secretary treasurer of the town of Beauharnois; also that he is bilingual?—A. Yes.

Q. On page 3 it is stated:

"The examiners were agreed that of all the applicants the selection lay between Miss Laberge and Mr. Mayer, and while it is true that Miss



Laberge was without experience the examiners considered that, in spite of her sex, her personal qualifications were sufficiently superior to place her above Mr. Mayer."

I see that you mention she was without experience, though when you gave her rating you gave her 60 per cent on experience.—A. That is correct.

Q. How did you arrive at 60 per cent, Mr. Nelson?—A. My position was that we could not disqualify her on experience because she had been in one of the offices and had demonstrated that she could do the job.

Q. You know there is a regulation of the commission stating that you cannot use that experience in the rating?—A. I do. I think the same thing would apply to other candidates as well.

Q. She was the only one who held a position temporarily?—A. Yes, but what I mean is that a rating of 60 per cent might be given to a candidate who had no direct experience, if other qualifications were considered to be compensating for the lack of experience.

Q. You mention she had no experience whatever?—A. I admit that, quite.

Q. She was living with her father as a housekeeper before that?—A. Quite.

Q. At all events, you gave her 60 per cent for experience?—A. That is the minimum pass mark.

Q. Though they have no experience at all you give them 60 per cent?—A. I think in the face of other suitable qualifications, yes.

Q. Does it not strike you as rather contradictory to say in your report that she had no experience whatever in office work and yet give her 60 per cent?—A. Well, it is an admission that the examiners consider she is capable of doing the job.

Q. On her other qualifications?—A. The other qualifications are considered to offset the lack of experience.

*By Mr. Cleaver:*

Q. You really must have taken into consideration this temporary experience?

Mr. FOURNIER: That is prohibited by the regulations.

Mr. CLEAVER: I know it is prohibited; but I am saying that in the face of Mr. Nelson's evidence he must have done that.

*By Mr. Fournier:*

Q. We will see about that later on. But you know this regulation of the commission?—A. Yes, I know it, Mr. Fournier.

Q. As to bilingualism, she did not speak English?—A. With very great difficulty.

Q. That is in her own application. Now, you have another candidate by the name of Dorais?—A. Yes.

Q. Then you state:—

Of these, one, Mr. W. Dorais, who had lengthy experience as a commercial traveller and some experience as an insurance salesman, was considered to possess somewhat superior qualifications, and on his showing on the examination and in the light of enquiries made on June 6, the date of examination, appeared to be a suitable candidate for appointment.

That is on page 4.—A. Yes, I have it here.

Q. The report continues:—

In fact, the undersigned at the conclusion of the examination was of the opinion that the appointment of Mr. Dorais should be recommended and returned to Ottawa with that intention.

A. Correct.

[Mr. S. G. Nelson.]

Q. Now, when you left Beauharnois and came back, Mr. Dorais was the appointee?—A. At that time, yes.

Q. Did you make any personal enquiries or hold any other examination after that date concerning these candidates?—A. No, I did not.

Q. No. So you had not changed your mind up until now that Mr. Dorais was the best qualified man?—A. No, I cannot admit that, Mr. Fournier.

Q. Personally, we will leave out hearsay for the time being; we will get to the other gentlemen. But personally you wrote down here that when you left on the 6th of June Mr. Dorais was the man that should have been appointed?—A. That is correct.

Q. Later on you explained why you changed your mind, because your brother examiner from the department gave you the supposed results of a personal investigation he made?—A. That is right.

Q. You know that the statute says that all appointments are to be made by the commission, not by the departments? You know that section, section 20 of the Act, I believe?—A. But the decision in regard to the selection of a postmaster, for instance, is based on information to a large degree, that is, information of individuals in the community as to the suitability of the man.

Q. You gave your opinion on your personal examination?—A. In the light of the information that was then in my possession.

Q. Yes, on the 6th of June?—A. Yes.

Q. What we would like to know is what took place between the 6th of June and the 20th of June?—A. I think that is indicated in the file, Mr. Fournier.

Q. Mr. Menard presented himself at the office of the commission?—A. On June 8.

Q. He is the inspector from the post office?—A. Right.

Q. That was on June the 8th, and he secured the consent of the then chairman of the commission for a further delay in the matter of appointment in order that he might make a further investigation in Beauharnois?—A. That is correct.

Q. Not you, but Mr. Menard. So he leaves and goes to Beauharnois. "These enquiries were completed on June 13 and Mr. Menard subsequently handed to the undersigned a confidential statement"—I have it here—"showing the result of the enquiries in regard to Mr. Dorais. Copy attached. This report appeared to suggest the need of some revision in the estimate formerly made of Mr. Dorais' personal suitability, and resulted in his rating being reduced."

—A. Yes, that is right.

Q. "To such an extent that he ranked after Mr. Mayer. The question may arise as to whether the examiner was justified in permitting the results of an investigation made by the post office inspector, on his own account, to influence the ratings, but in this connection it should be noted that in view of the fact that Beauharnois is largely a French community, the examiner had been largely dependent upon Mr. Menard in conducting the investigation among the French-speaking inhabitants." So if I read well you threw away your power of appointment and handed it over to Mr. Menard?—A. Well, Mr. Menard was the joint examiner in the matter. He was acting for the commission in that particular case, as well as myself.

Q. But on the 6th you were with Mr. Menard?—A. Right.

Q. And you discussed the whole of the applications?—A. That is right.

Q. And when you came back you said he was the best qualified man?—A. That is right.

Q. He is not satisfied, he goes to the chairman and says let me go back and I will find something else. Would you think that would be a correct interpretation of your report?—A. That is correct.

Q. Now, before the appointment was made were you called into Dr. Roche's office?—A. No, I do not think so. I think I had a word with Dr. Roche about

the Dorais appointment, but I do not recall that I had any conversations with Dr. Roche about the selection.

Q. Is it to your knowledge that Mr. Menard had any conversation with you in the chairman's office?—A. That is, at this time only, Mr. Fournier?

Q. You never met Mr. Menard in Dr. Roche's office considering this appointment?—A. No, not that I know of.

Q. And were you present and do you remember Mr. Menard being asked—A. I saw Dr. Roche so frequently about many things that I really cannot recall when I went into his office. I do not recall that. I do not think I did that.

Q. My report on this shows—here is the conclusion of that report: From the foregoing it will be apparent that the three candidates did not receive serious consideration—I feel that an injustice was done Mr. Mayer, and as my personal rating for Mr. Dorais was affected by matters outside of my personal knowledge I cannot have the same confidence.

Q. So you really think an injustice was done Mr. Dorais?—A. I certainly thought that on the information submitted by Mr. Menard in his confidential report that some revision of the original estimate made of Dorais was indicated.

Q. Who recommended Mr. Laberge there? Would you look that up on the file? Never mind we will see from this confidential letter. There is a recommendation there for Miss Laberge?—A. I do not think it is on this file.

Q. You have two files there. If you will look over Miss Laberge's file you will find there is a secret document there from a gentleman who recommended Miss Laberge—Notary Tasse.—A. There is a letter of recommendation for a Miss Laberge with her application form from Notary Tasse.

Q. From Notary Tasse?—A. Yes.

Q. You know Mr. Menard was investigating in the Dorais application, and he went to this Mr. Tasse and asked him what he thought of Dorais—that appears in the confidential report?—A. Yes.

Q. So Mr. Menard went to see the man who wanted Miss Laberge appointed to get information on Mr. Dorais?—A. Yes, but he went to other individuals as well.

*By the Chairman:*

Q. Just a minute; where is that Mr. Menard, is he still in the service?—A. Yes, he is a post office inspector.

Q. In Montreal?—A. In Montreal.

Q. How old is he?—A. I do not know his age, I should say he is somewhere—

Q. Is he 40?—A. Probably 50 or 55.

The CHAIRMAN: Thank you.

*By Mr Fournier:*

Q. Did you ever hear Mr. Menard state that he had quite a lot of trouble to eliminate Dorais from the appointment?—A. No, I have no recollection of that.

Q. But he would have had it had the rating been just. You are still not satisfied with the appointment?—A. Actually, Mr. Fournier, I would have been better satisfied if all through the progress of the appointment I had been able to speak French, if I had been bilingual and able to talk French. You appreciate that Beauharnois is to a very considerable extent bilingual and I was handicapped. I had to take Mr. Menard's services as an interpreter.

Q. So you favour the appointment of three more French examiners?—A. Oh, absolutely.

*By the Chairman:*

Q. And right on that point; will you not favour the appointment of bilingual examiners and have only one staff of examiners in which some of

[Mr. S. G. Nelson.]



them could be bilingual. That would be better than having a little colony of French examiners on one side and the main board examiners on the other side?—A. That is the ideal arrangement, Mr. Chairman.

Q. Is it coming to that now?—A. It is coming to that now.

Q. And therefore, there would be a larger number of bilingual examiners within the examination branch and you would get rid of the French branch?—A. Eventually; that would be my idea of a proper organization.

Q. Have you made any suggestions to that effect?—A. Yes, we are seeking now an additional bilingual examiner. We have one in the department.

Q. And they will work in conjunction with the English-speaking examiners generally?—A. Yes.

*By Mr. Fournier:*

Q. Now, don't you believe that somebody was mingling in this appointment and used influence from political sources?—A. The only indication I would have, Mr. Fournier, that there was any political interest in the matter would be the fact that this girl had been placed in the position before the appointment was made.

Q. She was appointed temporarily?—A. That fact would indicate—

Q. Then you would be in favour of amending this famous section 21 to prohibit temporary appointment, the two last lines of that section. It says, pending examination in urgent cases the commission may appoint temporarily—A. I would certainly be in favour of amending it to the extent possible without interfering with the business of the country, but I do not think it should be especially difficult to do that.

Mr. FOURNIER: I thank you for your evidence.

The CHAIRMAN: The committee is adjourned.

---

The committee adjourned at 6:20 o'clock p.m. to meet again tomorrow, June 8, 1938, at 11 o'clock a.m.



















For Doc  
Can  
Comm  
C

CA1 XC 2  
- 38058

SESSION 1938

HOUSE OF COMMONS



SPECIAL COMMITTEE

Canada

ON THE OPERATION OF THE

# CIVIL SERVICE ACT, 1938

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 26

WEDNESDAY, JUNE 8, 1938

WITNESSES:

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.





## MINUTES OF PROCEEDINGS

JUNE 8th, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 4 o'clock p.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, MacInnis, MacNeil, Mulock, O'Neill, Pouliot, Spence and Tomlinson—16.

*In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;  
Mr. A. Potvin, Commissioner, Civil Service Commission;  
Mr. J. H. Stitt, Commissioner, Civil Service Commission;  
Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission;  
Mr. S. G. Nelson, Chief Examiner, Civil Service Commission and  
Mr. G. T. Jackson, Investigator, Organization Branch, Civil Service Commission.

Mr. S. G. Nelson was recalled and further examined.

On motion of Mr. Tomlinson,  
*Ordered,—*

That the "Regulations for the appointment of Junior Legal Assistants in Government Departments in England and Wales" be printed as Appendix No. 1 to this day's proceedings.

Mr. Bland answered some questions.

Mr. Nelson retired.

Mr. C. V. Putman was recalled, further examined and retired.

The Committee adjourned to meet again Thursday, June 9th, at 4 o'clock p.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 8th, 1938

The Select Special Committee on the Civil Service Act met at 4 o'clock p.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Order, gentlemen. I will show you the work that has been done.

Mr. MACNEIL: Is that the report?

The CHAIRMAN: Oh, the report; you will have that and I presume of course that you will be satisfied with it; but it must be like the feast of the apostles, everyone must bring his verse in due course. Now, gentlemen, I will explain to you the work that has been done since yesterday afternoon.

Mr. GOLDING: Just a minute. Before you proceed I want to take exception to an article appearing in the Globe this morning in regard to the discussion in connection with Mr. Deachman's reference to the fact that all men were lazy. I took exception to that, and I want to keep my record clear. Now, I did not enter into any controversy about Adam, or the eating of forbidden fruit by Eve or anybody else; but I am credited here with saying, " 'Even eating the forbidden fruit was a sign of laziness,' suggested Mr. Golding." I want to take exception to that. I objected to that statement and I still object to it; I did not make the statements that are credited to me.

The CHAIRMAN: Well, Mr. Golding, I will tell you that you are a very hard worker and the same can be said of every member of the committee. Moreover, I do not know anything about the Globe since I ceased to subscribe to it immediately after my very dear friend Harry Anderson left it. I pay no more attention to the Globe now.

Mr. GOLDING: Oh, the Globe is all right; it is the reporter who made the error.

Mr. MACNEIL: May I ask, Mr. Chairman, if we are through with Mr. Nelson? There were one or two questions I wanted to ask him.

The CHAIRMAN: If you want Mr. Nelson, it will be all right.

S. G. NELSON, Civil Service Commission, recalled:

Mr. MACNEIL: Yesterday, Mr. Chairman, this witness was examined with regard to appointments in small post offices in the constituency where the sitting member is a supporter of the present government, and where Mr. Tomlinson suggested—

Mr. TOMLINSON: Oh no, I did not say anything about the sitting members.

Mr. MACNEIL: I do not want to misinterpret Mr. Tomlinson's remark.

Mr. TOMLINSON: No.

*By Mr. MacNeil:*

Q. In constituencies where the member is prepared to admit some responsibility with regard to recommendations for appointment. I have a question to ask of Mr. Nelson with regard to these constituencies which are so represented, and I want to ask as to the custom of the present administration. I have a case in point with regard to the appointment of a postmaster which occasioned a great

matter was brought to my attention by a petition from a majority of the citizens resident in that area against an appointment about to be made. I was advised by the Post Office Department that this appointment was about to be made on the recommendation of the honourable the Minister of National Defence. I wish to point out that this appointment was made not by any individual in his private capacity as a member prepared or able to pass on the qualifications of the candidate, but it was proposed to be made on the recommendation of individuals deal of dissatisfaction—I will not go into all the details in making my point. The unknown. I do not know to what extent the defeated candidates participated in the appointment; but all such appointments from British Columbia, as I understand conditions, pass through the office of the Minister of National Defence, who comes from that province. I am not questioning this particular appointee; he may or may not be a good man. I am pointing out to Mr. Nelson that great dissatisfaction results from that procedure, the procedure which was employed in the constituency I represent. I am going to ask him if it would not be possible for the commission, in such instances, to provide machinery to make appointments on a basis that would result in a larger measure of satisfaction than is possible under the present procedure, referring especially to those constituencies where the sitting members are not supporters of the government.—A. Is this one of those small offices to which appointment is made by the Post Office Department?

Q. Yes.—A. Well, that is a pretty hard question. It would involve, as was pointed out the other day, considerably more machinery on the part of the commission—that is, in the way of additional examiners, if we were to conduct local examinations in the case of the minor postmasterships. But given the necessary help and the necessary appropriation, there is no reason why the same procedure should not be followed in these cases as in others.

Q. Are you aware of the procedure now being followed with regard to these appointments?—A. You mean, as we make them?

Q. No; I have reference to the way in which they are now carried out?—A. No, I am not.

Q. If you had the necessary appropriation you could deal with it in such a way as would be more satisfactory to the communities' interests?—A. They would then be dealt with in the same way as offices which are receiving over \$3,000 are dealt with at the present time—the ones we are handling.

*By Mr. Deachman:*

Q. In regard to outside appointments—have you any experience in those examinations?—A. Not very much recently; but I had previously, Mr. Deachman.

Q. When examinations are called in a small town some distance from Ottawa, a representative is sent there; have you presided over those examinations in the past?—A. Yes, I have.

Q. And the ones who preside now are under your supervision?—A. Yes.

Q. When you were presiding—now, I want to ask you a very broad question—had the local member of parliament tried to exert any influence upon your conduct of these examinations?—A. Not personally, no.

*By the Chairman:*

Q. Did I, Mr. Nelson?—A. Certainly not, Mr. Chairman.

*By Mr. Deachman:*

Q. Have any of your examiners ever reported anything of that kind to you?—A. Yes; I can recall a case where a report of that nature was made. I do not think that the representations made by the member were—I do not [Mr. S. G. Nelson.]

think the examiner was under any pressure whatever. I think the member, perhaps through unfamiliarity with the procedure, had attended at the examination hall; and he referred to the qualifications of certain candidates.

Q. In that case it was purely a case of a member not understanding the situation?—A. I would think so, yes.

Q. What about local politicians?

MR. TOMLINSON: Oh, oh.

MR. DEACHMAN: You think differently, do you? I would assume it was just as the witness says, that it was a case in which the member did not know the conditions under which these examinations were conducted, and was not sure as to just what he ought to do.

*By Mr. Deachman:*

Q. But, as far as the others are concerned, the local politicians, those outside of members of parliament—have they exerted any pressure?—A. Well, I do not think anyone ever attempted to put direct pressure on me. In my own memory, I think I recall only one case where I was approached by a member of the community who was dispensing patronage.

Q. He told you which way to place things, did he?—A. The matter was discussed. He put his case up to me, I told him that we could not accommodate him and it ended that way.

Q. You told him that you could not interfere in any way?—A. Yes.

*By Mr. Spence:*

Q. He did not use any undue influence upon you?—A. No; it was just freely discussed.

*By Mr. Deachman:*

Q. The charge is sometimes made that this was so. According to your own evidence it is not frequently done. Could you suggest any means that would strengthen the service and prevent it being done?—A. Yes. I had in mind Mr. Tomlinson's suggestion. He suggested that we put a note on our posters to the effect that any candidate approaching a member of parliament for support would be disqualified, or something to that effect.

Q. You think that would be helpful?—A. I do.

MR. DEACHMAN: So do I.

*By the Chairman:*

Q. When was it, Mr. Nelson? I am not going to ask you the name of any member; we are not here investigating the conduct of members. But when did that take place?—A. The case of which I have personal knowledge occurred in 1933.

*By Mr. Glen:*

Q. Mr. Nelson, you have to do with promotions within the service, have you not?—A. Yes.

Q. Would you tell us what the procedure is in the way of promotions coming from the department; what do you do?—A. When a request is received, the department frequently indicates the field that it thinks should be included in the competition. We check that to determine whether the suggested field is reasonable, and whether it provides fair competition.

Q. That is, if the promotion is within the department?—A. Within the department.

Q. Yes?—A. Then notices are posted inviting applications from all employees.



Q. Yes?—A. When the applications are received they are sent to the department with a request that promotion ratings be furnished by the appropriate officers.

Q. And are there promotion ratings in the departments yearly?—A. Well, I think in perhaps only three departments do they have regular annual ratings.

Q. Annual ratings?—A. Yes.

Q. When you get these ratings from the department, do you interview or set up an examination board for all applicants for promotion?—A. In the case of what we call the entrance classes—clerk grade 2, stenographer grade 2, customs and excise clerk, postal clerk, mail sorter and letter carrier. Such employees cannot be promoted unless they have passed a qualifying examination—that is, an examination similar to the entrance examination for these grades; and ratings are restricted to those employees who have met those requirements. That is, there is a qualifying standard set up.

Q. Within the department?—A. In the examinations held by the commission; and these employees are only considered for promotion when they have met our qualifying standard.

Q. When they have qualified they become eligible for promotion?—A. Subject to the ratings given.

Q. Suppose a department has one promotion and you have a number of applications. Do you then make a list of those who have passed the examination so that in the event of there being any further vacancies they could be appointed?—A. Where there is a promotion to be made, our practice is to appoint from the list. Additional vacancies may be filled from that list in order of rating.

Q. How long does that list last?—A. Normally, a year. In the case of entrance competitions we qualify people for a year, sometimes; we generally extend it to two years. In the case of promotions, we do not go very much beyond a year.

Q. Take the case of railway mail clerks, to whom my attention was drawn. They have qualifying examinations. Would you check their entrance examinations?—A. The positions of railway mail clerk are largely filled by promotions from the staff.

Q. Promotions from the staff?—A. It is not an open competitive examination. Normally, railway mail clerkships are filled by promotions from postal clerks in the city post offices.

Q. Do they have ratings on these railway mail clerks throughout the year? And if so, are those ratings submitted to the commission, as you have indicated, from the department?—A. I expect they have annual ratings. Certainly they have their annual case examinations.

Q. They have what is called an annual efficiency rating?—A. Yes.

Q. And that is submitted to the commission for examination?—A. Along with the ratings.

Q. Then, when you are making out the efficiency report for a man, how do you classify the different qualities that are necessary for promotion—for instance, in respect to quality of work, industry and intelligence, application and so on? Have you a certain rating by percentages?—A. We have the regular rating blank which is completed by the rating officer in the department.

Q. And that is taken into account when these examinations for promotion take place?—A. That is a part of the ratings that are established in the department from time to time.

Q. What I am trying to get at, Mr. Nelson, is this: you have ratings from the department in which the employee has been working over a period?—A. Yes.

Q. And those ratings, in the case I speak of—the railway mail clerk—would be one-year ratings, or made each year; is that correct?—A. Yes; but there may be some misapprehension there. We are not formally supplied with those ratings that are made in the department—those annual ratings.

[Mr. S. G. Nelson.]

Q. What is the use of having the ratings if you are not supplied with them?  
—A. They do not send us their ratings.

Q. They are kept in the department?—A. They are kept in the department. But in the case of a railway mail clerk competition, they indicate the various tests that have been passed by the candidates.

Q. Yes?—A. That is, we have a chart showing just what their standings were on the sorting examinations throughout the year, or on the postal note examinations, and so on.

Q. And the result is that, when there is a promotion taking place, you have your examination for promotion. These ratings in the department are not considered in the qualifications of the applicants, are they?—A. Not necessarily so; but they may be for some.

Q. If they are not, what is the use of the ratings within the department—if they do not have any effect upon promotions afterwards?—A. We would not know that. It is quite possible that the department might take these annual ratings into account when they are setting up their ratings on our forms.

Q. Promotions are made on recommendation from the department?—A. On the rating given by the department.

*By Mr. Fournier:*

Q. On recommendations?—A. On the specific recommendations, and on the rating of all the applicants.

*By Mr. Glen:*

Q. I just want to get this clear. There was a suggestion, I think it was from Sir Francis Floud in the first instance, that promotions which take place within the British civil service are made on ratings which are provided or supplied by the department in which the applicant works?—A. Yes.

Q. You indicated in the first instance that there were three departments that you knew of which did have these annual ratings?—A. Yes.

Q. And if they have these annual ratings in the departments, why are they not given effect to when an examination takes place before the commission for promotion?—A. I think it would be an excellent thing if we were in possession of these records, so that we could ensure that effect would be given to the ratings that have been set up during the year.

Q. Suppose it happens that there is an examination for promotion, and that one of the applicants has a high rating in his department. Would that high rating be of any value to him if, because of nervousness or something of that kind, he fell down on your examination? Or would you think he would be disqualified for promotion on that account?—A. No, not necessarily. We might consider the rating which had been given to him by the department.

Q. So far as promotion is concerned then, when you are making your examinations for promotions, all that you will know is what he does in the way of qualifying in that examination, without any reference to his past experience?—A. In every case we look up the employee's file, to see if he has a clean record. We check the work he has been doing, to see if he is in line for a promotion.

Q. In other words, you look at his rating within the department?—A. We look at his rating. In addition, we have a complete statement of the work he has been doing, and the work it is proposed to put him on. We also check his habits and conduct to make sure there have been no discredit marks against him during his service.

Q. Where do you get all that information?—A. That is on the man's file.

Q. His own personal file?—A. Yes.

Q. You do not have the ratings?—A. Actually we do not have the specific rating given by the department.

Q. In the personal file of the candidates are there any remarks made by his officers as to his ability and fitness for the position?—A. Not as a matter of course, but infrequently there are records of suspensions for one cause or another; and in such cases we have to make a complete check.

Q. You have had considerable experience with examinations?—A. Yes.

Q. You know that a great many applicants are not at their best when it comes to an examination, and that when they do get into an examination they are not just as good as they might be, as shown by their past record. You know that, do you not?—A. Yes, I know of cases of nervousness of the kind you are speaking about.

Q. Would you think it fair to a man who had a fair record within the department, but failed in an examination on account of nervousness, or something of the kind? Do you not think that the past record of the man should have a considerable bearing upon promotions too?

*By Mr. Tomlinson:*

Q. You do not always make promotions by examination?—A. No.

*By Mr. Fournier:*

Q. I think you are wrong, Mr. Nelson. I will go into it afterwards. There is an examination everywhere for promotion.—A. I referred only to the examinations that are set up for the entrance grades—the clerks grade 2, stenographers grade 2, customs and excise clerks, postal clerks, mail sorters, letter carriers, and so on, where we have a qualifying examination so that they can get into the higher grades. We do not set examinations unless we are forced to, for some reason, where it is necessary to have a test in order to decide between candidates who may be very close on rating.

Q. Seniority, efficiency and fitness, those are the qualifications that govern promotions, according to the statute?—A. Those are the general qualifications.

Q. These reports are made inside the department?—A. Yes.

Q. The report on seniority is made by the commission?—A. Yes.

Q. And efficiency is rated by the department?—A. Yes.

Q. And the ratings on fitness are made in the other branch to which this man is being promoted?—A. But not frequently; as indicated the other day, we hold many tests after the ratings have been received; that is the exception rather than the rule.

*By Mr. Glen:*

Q. For promotions?—A. Yes.

*By Mr. Tomlinson:*

Q. That is the exception?—A. That is really exceptional procedure.

*By Mr. Glen:*

Q. From your own experience, I think you must be in a position to give this committee some light as to how it would be possible to ensure promotions within the service on a man's record, without his having to go through an examination. Would you care to make a statement to the committee on that?—A. I think the best judge must be the man for whom the employee is working.

Q. Yes?—A. We hear so many statements in regard to promotions being unfair that we must conclude that there are probably cases where the most deserving employee does not secure promotion. I do not think there are many cases of that kind. I do not think these differences, in many cases, are due to personal prejudice altogether or office politics. I think in a great many cases there is honest difference of opinion as to the relative merits of employees.

[Mr. S. G. Nelson.]



Q. What is the conclusion of your remarks?—A. I think that least the selection must be made by those who know the work that the employee is doing. I do not think there could be any other fair basis. We supplement that in one way or another where things seem to be more or less equal. Generally speaking, I think judgment must be made by the employees concerned.

*By Mr. Fournier:*

Q. You would have to change the statute then; it does not read that way in section 49?—A. Is that the present procedure, Mr. Fournier?

Q. He is not clear on this, Mr. Chairman; would you mind giving me a moment? It says, promotion shall be made for merit by the commission?—A. Yes.

Q. And you heard Mr. Potvin and Mr. Stitt describing the procedure?—A. Yes.

Q. They admitted that the department had more say than the commission in the matter of promotions?—A. Yes.

Q. And you agree with that, that the department has more say than the commission?—A. I agree to the extent that we accept the departmental recommendation in a great many cases.

Q. And you are having trouble in promotions because within the departments they insist on promoting people they have in mind?—A. I do not agree, though, that in any very great number of cases promotions are unfair. I admit there may be some.

Q. I look at the situation and I take the principle laid upon the commission, and I think it is not followed by the commission?—A. The commission issues the certificate.

Q. Yes, they have that responsibility?—A. If you will permit me, just a moment:

Q. I have in mind a very intelligent memorandum that you wrote in connection with a case of disgraceful favouritism by a deputy head; and I wish to tell you that I admire your stand in the matter. On the other hand, you know very well in spite of your protest and in spite of the protest of one other commissioner, the thing went through by a majority of the board, according to the request of the deputy head. Is not that a fact?—A. I think I know the case you mention.

Q. Is it not true?—A. Yes.

Mr. GLEN: I am not worrying about that.

The CHAIRMAN: Excuse me for interrupting you.

*By Mr. Glen:*

Q. What I am anxious about is this; an employee in a department who is doing his work faithfully and well and who ultimately must come to the commission in order to get a certificate for promotion with which really and truly you have nothing to do. You have nothing to do with that promotion appointment except the granting of the certificate. Is that a correct statement?—A. Well, do you not think it is reasonable to suppose that since there is a reviewing body there is a measure of control exercised on the action of the departmental officials?

Q. I am not saying anything is done fairly or unfairly. All I am speaking about is the procedure that is followed with regard to an employee who might be discriminated against in the department, and I want to prevent that if I can.—A. Yes.

Q. Have you anything to suggest?—A. Well, I think the first step would be the putting up of annual efficiency records which would be submitted to the commission.

Q. What have you to say with regard to an appeal board being formed whereby the ratings of the employees could be revised by the board if the employee so desired?—A. Well, I am inclined to agree with Commissioner Stitt on that point, that there perhaps should be some experimentation. It is just possible that such a board would be deluged with cases that might become impossible to handle at all.

Q. The case that was spoken of by the chairman would be the subject for an appeal, would it not?—A. Really that was not a promotion, Mr. Glen.

Q. It was not a promotion?—A. No.

Q. I am anxious to get to the position where we can get some guidance in this committee in the report we have to make so that employees themselves may know that they will get the promotions that their services entitle them to.—A. In addition to annual efficiency records I think there might be improvement secured in the departments if more attention was given to staff matters in certain departments than is given at the present time, perhaps by way of regular appointment of regular personnel officials. I think that in many cases the employee is passed over because the department is not conscious of the man at all.

*By Mr. Tomlinson:*

Q. He does not sign the plan?—A. That might be.

Q. And the head of the department takes all the credit for the work he does. Is not that so?—A. That might very well happen, yes, when the employees are unobtrusive, and they do not come to the attention of their superior officers.

Q. They do not get the credit for the work they do?—A. And I think, on the same point, that the commission's officers should be more active in going through the departments. Unfortunately in the past we have not been able to do as much of that as we wish. I think there should be more observation of the employees at work.

*By Mr. Glen:*

Q. In connection with railway mail clerks, I am informed that this annual efficiency report is submitted to them on the question of promotions, and factors which indicate the ratings are given as follows: "quantity of work; quality of work; carefulness and steadiness; industry and willingness; intelligence, resourcefulness and initiative; ability to carry on work without supervision; ability to carry out instructions; knowledge of work of office or branch; tact in meeting public or in dealing with other employees; willingness to co-operate; fairness towards assistants or conduct in relations with superiors; physical fitness and regularity in attendance; punctuality." Then we come to "factors specially applicable to supervisory positions." They are as follows: "ability to plan and supervise work and instruct and direct others; judgment; ability to accept and carry responsibility; if in charge of staff, indicate with what success, etc."—A. Yes.

Q. Now, I am informed that any employee who is wishing promotion will have to rate on this report that I have read to you sufficiently well to justify the promotion; is that correct?—A. Yes.

Q. And if he does that he gets the appointment irrespective of what may happen in respect to the wishes of the superiors in his department?—A. Yes. The selection is made on the order of merit, especially by the ratings.

Q. In other words the commissioners would themselves make the ratings on the different qualities required of the candidate, would they?—A. No, the forms are filled in by the departmental officers.

[Mr. S. G. Nelson.]

Q. Then, in order to get the certificate of the commission these ratings must be of such a character and of so high a degree before you grant the certificate?—  
A. Well, the employees who stand first on the combined ratings for efficiency and fitness will get the promotion.

Q. If I were to say this, would this be fair: as far as the commission are concerned, they will take the ratings in the department on that form, and from that form their judgment whether or not they should issue a certificate?—A. Subject to any recommendations that may be made by the examiners, sir.

*By Mr. Fournier:*

Q. Do they go over the ratings of the preceding year? I understand they have more than yearly ratings in the Post Office Department. They sometimes have ratings at two or three months intervals.—A. I am not familiar with that.

Q. These ratings are entered on the department's file?—A. Correct.

Q. The commission does not have them?—A. At one time they sent them to us but we do not get them now.

Q. They are not on the file that comes to you?—A. No.

Q. When somebody is in line for a promotion they do not send the rating form to the man who is applying for promotion. This is sent in to the commission?—A. The record on the yearly examination is; the case examinations are sent in but the formal rating is not.

Q. Have you not a man in your branch who goes in and co-operates with the rating officer of the department?—A. Not in the case of straight promotions. Are you thinking of reclassifications, by any chance, where promotion is involved?

Q. Promotion is not the same thing, as explained by Mr. Potvin. Promotion is a change from one class to another demanding a higher salary?—A. In some cases it is a matter of a promotion from one position to another vacant position. Reclassification is a change made in the employee's classification on the employee's own job.

Q. But in reclassification cases you have a man from the investigation branch— —A. In every case, yes.

Q. One man from your branch or the investigation branch and one man from the department?—A. Yes, the investigator working in conjunction with the departmental official.

Q. That is not efficient, and then— —A. But really, Mr. Fournier, that does not relate to the procedure for promotion to a vacant position; that is the procedure where a man's job is considered to justify a rise in classification.

*By Mr. Tomlinson:*

Q. In other words, you have the unit reclassification?—A. That is the unit survey, which results in the reclassification of a position.

Q. And not a vacancy?—A. These other positions that we were speaking of, a vacancy occurs because a man retires or dies, and such like.

*By Mr. Fournier:*

Q. So the promotions are made after ratings made by the departments and not by officials of the commission?—A. That is correct.

*By Mr. Deachman:*

Q. What class of positions are most difficult to fill, the lower or higher grades?—A. I think it depends on what we consider by a difficulty.

Q. Is there a scarcity among the classes of men over the \$2,400 limit?—  
A. Yes, definitely; in some cases it is difficult to secure the type.

Q. Are they brought in from the outside by further examination and promoted at all?—A. Well, the Act prescribes, of course, that so far as consistent



with the best interests of the service, all vacancies must be filled by promotion. A canvass must be made of the service. Then, after that we go outside.

Q. I should like to get some idea as to whether you are doing anything for the younger men of the class who can be promoted to the higher positions?—A. Well, I think we are making some improvement in that direction, by bringing in these higher clerks in the higher grades, like clerk grade 4, who are composed of young university men, and who start at a salary of \$1,620.

Q. Have you any other suggestions to make that would improve that situation? I am looking to the idea of giving to men who enter the service something definite at which they can hit, you see. I should like to see men brought into the service who will always have before them the ideal of going higher, instead of bringing in men who want to remain clerks grade 2 or 3.—

A. Yes. Well, I think this particular examination is fulfilling that purpose, Mr. Deachman. For instance, in the 1935 examination we brought in approximately 25 young men, all young university graduates of exceptional standing, and from reports I have received I am satisfied that they will make their presence felt in the service in a few years time.

Q. Supposing a young man like that, a grade 4 clerk, feels that he would like to take a special study in order that he may qualify himself for a higher position, can he leave the service for that purpose? Is leave of absence granted so that he may go to a university and return to his position after finishing his studies?—A. Yes, if his study is to be along the lines that will render him better qualified to fulfil his function in the service.

Q. If he wanted to pursue studies to qualify himself better for some higher position, would you give him leave of absence?—A. Leave of absence is allowed, yes.

Mr. TOMLINSON: Now, Mr. Chairman, I have in my hands here regulations for the appointment of junior legal assistants in government departments in England and Wales. It was given me by one of the commissioners in England when I was over there last summer. I should like to file this and have it placed on record because there is some information in it that might be helpful to us when we are drafting our report.

The CHAIRMAN: I will have a question to ask after you are through on the same lines.

Mr. TOMLINSON: Yes. I am not going to read it all, but I should like to summarize one or two sections of it because I think they are very important. Regulation No. 1 reads as follows:—

The authorities of a department having vacancies to fill will take such steps as they may think most appropriate by public advertisement in the press or otherwise to make known the existence of the vacancies, and the Civil Service Commissioners will satisfy themselves that the steps taken have been such as to secure all desirable publicity. The advertisement will fix the last day on which application can be received, and the date by which the age limit will be reckoned. The authorities of the department having the vacancies will send a notice of them to the authorities of other departments having professional legal staff.

Regulation No. 2 reads as follows:—

Candidates must be barristers or admitted solicitors, and the department may invite applications from either or both of these classes. Women candidates must be unmarried or widows and normally will be required to resign their appointment on marriage; but exception to the rule requiring resignation on marriage may, in individual circumstances, be made where the employment of a married woman is considered advisable in the light of her special qualifications, or special experience in relation to the duties required of her, or of the special requirements of the department in which she is serving.

[Mr. S. G. Nelson.]

Section No. 8 reads as follows:

Any attempt on the part of candidates to enlist support for their applications through members of parliament or other influential persons will disqualify them for appointment. The Selection Board will disregard spontaneous recommendations from persons who are not personally acquainted with the candidate's work.

I should like to file these regulations and have them placed on record because in my mind they are very valuable.

The CHAIRMAN: Do you want to put only certain sections on record?

Mr. TOMLINSON: No; I should like the whole of it to be placed on record.

The CHAIRMAN: Is it your wish to publish it as an appendix?

Mr. TOMLINSON: Yes.

*By Mr. Fournier:*

Q. Mr. Nelson, just one more question. In the British service are promotions not made within the service in the department? They do not come before the commission at all?—A. In the service?

Q. In the British service. I am speaking of the promotions.—A. Yes, they are made in the department.

Q. In our service the promotions are made within the service but are approved by the commission?—A. That is correct.

Q. Now, I should like to have your opinion, if I may be permitted to do so, as to whether or not it would be better, seeing the way you proceed now, to have the promotions within the service and let us strike out the section of the statute, section 49, where you are taking the responsibility for promotions.—A. Well, I cannot get away from the feeling that when there is a body sitting there to enforce the law we will probably secure better—

Q. To review the department's position?—A. It seems to me their whole procedure may be different on that particular action. It is within my knowledge they set up an examining board in that case, for instance, and I am not too sure it would be done to such an extent if it were not for the fact they were going to have to justify to the commission the recommendations made.

Q. In Canada they have to submit the ratings to the commission?—A. Yes, but in connection with these ratings I am aware of the fact that certain departments make a very thorough examination of the claims of the employees.

Q. Why not leave the department to decide on promotions?—A. I am just wondering whether their examinations would be so thorough, or whether their recommendations would be the same if there were not a reviewing body.

Q. You mean that by having this section of the commission making the appointments they will be more careful in their recommendations of ratings?—A. I think so, definitely.

Q. You know that the commission is criticized on promotions made in the service, and we find out that you have very little say in promotions?—A. Some one remarked the other day that it is the least qualified candidate who makes the biggest holler; and that has definitely been my experience. I think there will always be troubles, no matter who is making them.

Q. You will not get any complaints from a successful candidate?—A. No.

Q. There is no doubt about that, whether he is unfit or not.—A. It is the man who is at the bottom of the list who feels that he should secure an appointment or promotion, very often.

Q. And you have admitted yourself that sometimes injustices have been committed?—A. I am sure of that.

Q. Could we not find a way to avoid those cases, although they are not numerous?—A. I think they are more likely to be avoided under the present system than if full control is given to the department.

Q. You are of opinion that we should keep this section the way it is?—

A. Yes.

Mr. GLEN: I have a few questions, Mr. Chairman.

Mr. SPENCE: The main counsel is up now.

*By Mr. Glen:*

Q. You heard Mr. Bland's evidence, did you not, Mr. Nelson?—A. Yes.

Q. And at page 175 he makes a suggestion. He says, "In the first place, I think it might be helpful if in departmental reports, instead of being given as at present by individual officers in a department, they were given by a board of departmental officers."—A. Yes.

Q. Continuing: "For this reason, we all know that if an individual makes a report he is liable to have that report fitted to what he thinks personally"—A. Yes.

Q. Is that your opinion?—A. Yes; and I think that is done in many cases at the present time. But I think there could be an extension of that system.

Q. Could there be a departmental board in all of the departments in the public service to-day?—A. Yes; and I think it would be an excellent idea.

Q. And if there were appointed a departmental board within the department, is it your evidence that they should make recommendations just for promotions irrespective of the commission?—A. No. I think that the commission should be represented on such board.

Q. You think the commission should be represented on such board?—A. Yes.

Q. That is your opinion?—A. Yes.

Q. And then if the commission is represented on the board by an officer, they would be in a position from his report to issue this certificate?—A. Well, the board, I presume, would reach some agreement as to the ratings that should be given the various candidates. In view of dissent, the matter would have to be reported to the commission.

Q. And the commissioners, in virtue of that report, would automatically sign the certificate?—A. Yes.

Q. In other words, they would have to conform to section 49 of the Act?—A. Yes.

Q. You think that section 49 should be retained, but that there should be a departmental board?—A. Yes; I think it would be an excellent idea.

*By Mr. Fournier:*

Q. How about employees on that board which you suggest there?—A. Yes.

Q. Would you suggest somebody representing the employees?—A. If any board was set up of three or four members, I think naturally it would include—

Q.—a representative who would present the employees' viewpoint?—A. Yes.

Mr. TOMLINSON: There would have to be.

The WITNESS: Yes; I do not think it would secure proper confidence, otherwise.

The CHAIRMAN: Mr. Spence, have you a question?

Mr. SPENCE: Yes. A few moments ago when I came into the room—and I was late coming in—I heard somebody discussing undue influence of members of the House and members of political parties—probably getting next to the examiner and so on. To my mind I do not think either the examining board or the commission are very subject to influence. I will ask the witness this: Suppose you are on an examining board, and you have a few applicants come up for examination for any kind of position. Then suppose I were forward

[Mr. S. G. Nelson.]



enough to come and say to you, "Now, I know one of these applicants well; he is a good fellow, he has a clean character, is an industrious chap whom you will get lots of good help from, and you can trust him anywhere." Would I be using undue influence if I gave him a character of that kind to your commission?

The WITNESS: I would not consider it so.

Mr. SPENCE: I would not consider it so either.

The WITNESS: No.

Mr. SPENCE: I have never approached the board yet regarding examinations. I have never asked them to do a favour for me. I have written to the Civil Service Commission, and I have pointed out that certain men were coming up and making application for a position, but I have never had any results from it. So I was wondering if somebody else had some more influence than I had.

Mr. FOURNIER: Oh, no.

Mr. SPENCE: I came to the conclusion that 90 per cent of the times there is no influence used at all, as far as I know. Somebody may have had influence. I know lots of young friends of mine who tried to get a position in the civil service, who passed a good examination, from 86 to 98 per cent—I know some of them—and the only thing I ever got back was a letter from Mr. Foran telling me they were sorry but somebody else got it, and without very much explanation at all.

Mr. GOLDING: What about that one you were speaking of who had over 100 per cent?

Mr. SPENCE: He had 100 per cent. There has never been in the civil service a brighter chap than he was. I will give you his name if you want it, and I will give you the day and date on which it happened, approximately, if you want it.

The CHAIRMAN: We will all fight for you.

Mr. SPENCE: I brought no papers from any one, as some of my colleagues did here. I could have had lots of complaints from a lot of friends in Toronto about the treatment they got from the Civil Service Commission; but no doubt they are only assuming that they had reason to make a little kick. I know of those two cases that I mentioned the other day, and I may yet go into the matter further; and if you want more trouble about it, I will give it to you. I do not think that the commission, though, are subject to influence, 90 per cent of the time. I am, however, satisfied that sometimes friends of the commission have obtained jobs, and political friends did not get anything. I know I was one who never got anything. This is my 17th year in the House, and so far, any recommendations that I ever made to the Civil Service Commission on behalf of a candidate never did any good. Since Mr. Bland came in—and I am not criticizing him—I do not think I have written one letter to the commission, because I came to the conclusion that every time I wrote I hurt the candidate I was trying to help. It does not matter to me, because I can get along without them. But at the same time I do not think a member is using any undue influence if he puts in a good word for a fellow whom he thinks has a good, clean character and is capable of doing the work. This talk about undue influence is a piece of nonsense.

Mr. TOMLINSON: Mr. Chairman, there is one complaint I find in the making of appointments, and I believe that Mr. Nelson might help me out on it. I have a file here. This is not a criticism which I wish to make of the commission; it more or less praises them on the stand which they took.

*By Mr. Tomlinson:*

Q. The question is as to the delay that takes place from the time that you have your examination until the appointment is actually made. I have here the file of the Southampton postmaster, who died on the 21st of March, 1935. The position was advertised on the 30th of April, 1935. A returned soldier was selected by your commission; apparently he did not suit the political party in power at the time, and certain serious charges were made against this postmaster. There is nothing on file to show, after your investigation, that there was anything wrong with this returned soldier; but apparently they desired to have the widow appointed, and the town sent in petition after petition. But you still claimed that the returned soldier should receive the appointment. Finally the certificate was issued at the time that you had your examination?—A. Yes.

Q. But the transfer did not take place until January of 1936. I can remember it quite well, coming in and directing that this returned man receive that position or asking the department to take proceedings immediately to have him placed in his position.—A. Yes.

Q. I suppose you have run across several cases like that?—A. Yes. We have had some difficulties of that kind. It is a matter over which we have very little control. In glaring cases, we notify the auditor general that the man has not been placed in the job. But since the postmaster is paid out of revenue, he has no control.

Q. You have no control whatsoever over delays such as that?—A. No.

Q. Is there anything you might suggest that would remedy that delay—any method?—A. I think the chairman of the commission made some recommendation in that connection, but I do not recall what it was at the moment. Possibly some arrangement could be made for fixing the salaries for these postmasters rather than having them paid on a revenue basis, in which case the auditor general would pay his cheque.

Q. You would suggest that these salaries be fixed?—A. They can pay indefinitely as things are at present, without having a check-up.

Q. They may be held up by the department?—A. Yes.

Q. As long as they desire?—A. They can pay without certificate.

Q. And there is no check by the commission whatsoever?—A. No.

Q. All you can do is just write a letter and state, "We are going to proceed to transfer." Then you get a letter from the deputy postmaster general saying, "Hold this."—A. We do not transfer. We issue the certificate and it is up to the department to transfer.

Q. In this case it is the deputy postmaster general?—A. Our function really ends with the issuance of the certificate.

Q. I did not get that.—A. With the issuance of the certificate our jurisdiction ends.

Q. It ends there?—A. Yes.

*By the Chairman:*

Q. What is the number of members on the promotion board, as a rule?—A. It varies. Normally the efficiency rating is given by the officer who is the immediate supervisor of the employees who are being rated for promotion.

Q. Yes, but that officer does not constitute a board?—A. No. Well, at the present time boards are not generally set up. I think, though, it is a growing practice. Even in those cases it is quite possible that the ratings would not be signed by all members of the board. I know of a case where the ratings have come to us signed by two officers, and I have happened to know that three or four officers were concerned in setting up the rating.

Q. Departmental officers?—A. Yes.

[Mr. S. G. Nelson.]

Q. And do the commissioners interview the civil servants before making a decision?—A. The commissioners do not interview. But in exceptional cases the employees are called for examination by the examiners or by an examining board.

Q. And on those boards are the Civil Service Commission representatives always examiners?—A. Yes.

Q. Or at times are they grade 4 clerks?—A. Not within my knowledge.

Q. They are examiners?—A. Examiners, yes.

Q. And they do not always get in touch with the civil servant himself.—

A. No.

Q. —who expects promotion?—A. No. That is the exceptional procedure.

Q. That is the exception?—A. Yes.

Q. Therefore, most of the time they accept what is said by the departmental officials?—A. Yes, unless there is some evident reason for questioning it.

Q. When there are two departmental officers and one examiner, that makes three; therefore the representative of the Civil Service Commission does not command a majority on the board?—A. Well, in those cases where we have set up boards of that nature, the commission has always been represented by more than one examiner.

Q. How many examiners have you, Mr. Nelson?—A. Eleven, including myself.

Q. And, therefore, you dispense with a couple of them sitting on the board?—A. Yes.

Q. Do they give their decision with due justification for their action, or is just "yes" and "no"?—A. Oh, no. In such cases a comprehensive report is made.

Q. You will probably admit, Mr. Nelson, that it is not fair for the civil servant to be in the hands of his chief, and that it is also not fair for the Civil Service Commission not to get in personal contact with the civil servant, in order to know more about his work?—A. I think there is a great deal in that. I think a decided improvement would be secured if the commission's examiners were familiar with the employees.

Q. I come now to a most important question, Mr. Nelson. You know that in some cases there has been favouritism in the civil service, and until now it was understood as undue preference for promotion; but favouritism could be exercised otherwise by undue carelessness or bad will in appreciating the services rendered by a civil servant?—A. Yes.

Q. Therefore, favouritism may be understood to mean the undue benefit of one man or woman or the undue wrong of one man or woman?—A. Right.

Q. And at the present time, everyone is looking for a solution?—A. Yes.

Q. Do you not think that one reason for those two kinds of favouritism is the fact that everything is done outside of the knowledge of the civil servant himself?—A. Yes, I think to a very large extent.

Q. Therefore, Mr. Nelson, I will ask you to tell us if you sincerely think that open marks would mean progress, I mean open marks within the branch? I will tell you why in a minute.—A. I think that if the committee were to give some direction in that respect it would be very useful. I might say, of course, that we have had objections from time to time to even indicating the rank of the employee.

Q. On account of the actual practice?—A. Yes.

Q. Because it is not the fashion now for the chief of a branch to let his subordinate know what he thinks of him?—A. Yes.

Q. But, on the other hand, do you not think that open marks would have a double advantage: first, to permit the civil servant to improve along certain lines concerning which he has had poor marks?



Mr. GLEN: What do you mean by "open marks," Mr. Chairman?

The CHAIRMAN: I mean marks or ratings that could be seen by the civil servant himself.

*By the Chairman:*

Q. What is your answer to that, Mr. Nelson?—A. Well, I think that if the chief were required to very definitely explain the ratings that were given, it would have a very salutary effect.

Q. Therefore, would not the civil servant be in a position to improve his work, at least that part of his work for which he had received lesser marks?—

A. That is the most important value of a rating system.

Q. And when the employee does not know exactly what the marks are as set for him by his chief it is impossible for him to improve the part of his work that is weakest?—A. Yes.

Q. That is one point. Another point is, would it not be a good thing for the branch itself if those marks were published within the branch in order that A could verify whether B or C have enjoyed undue favouritism?—A. Perhaps within limits. I do not know whether a line should be drawn below which—

Q. I do not say outside of the branch; I mean those who work together.—A. I was thinking it might be embarrassing in the case of poorer employees who could not hope to—

Q. Yes, but you would get rid of them. What is the use of getting employees who do no work in any concern, I mean, outside of the government? There men and women who are unable to do their work and are not satisfactory are let go, but it is very seldom that that is done in the civil service. You know that?—A. Oh, very.

Q. There is always someone who is pulling strings for them to stay there, although they are not equal to the occasion and do not do their work properly. Therefore it would not only be the means of stopping favouritism, but it would also be the means of getting rid of undesirable employees?—A. Quite.

*By Mr. Glen:*

Q. In other words, you would give the commission power to operate in dismissals as well as in appointments?

The CHAIRMAN: No, no, it is not that. What I mean is that by open marks, first of all, the civil servant would be enabled to improve his work. That is the first point. The second point is that it would check favouritism by giving an opportunity to those within the branch to see how they are all treated. Third, it would give the department an opportunity to get rid of those who are no good.

Mr. MACINNIS: Mr. Chairman, are you thinking now of promotions?

The CHAIRMAN: Mr. MacInnis, I am thinking about promotions, and not only promotions, but I am speaking about the work that is carried on within a year.

Mr. MACINNIS: Yes, but there is a point there which I think should be met. An employee may be a very excellent employee for a certain position; he may be able to fill that position as well as it can be filled. But that may be his limit; he may not be the type of person who could be promoted to a higher position.

The CHAIRMAN: Oh, yes.

Mr. MACINNIS: You must keep that always in mind.

The CHAIRMAN: Exactly. A case was brought to my attention by someone in the Department of Colonization and Naturalization. They told me that at first they had very rapid stenographers. They were taking fast dictation and doing good work, but after a certain time they were not so rapid and, therefore, were not chosen for promotion, although they were doing entirely

[Mr. S. G. Nelson.]

different work than when they were transcribing their notes. All that should be taken into consideration. What I mean is that in some offices—this is within my knowledge, and I have the files—there are girls who are rated as stenographers, grade 2, but they are doing some filing, while other girls who are rated as filing clerks, grade 1, are doing the stenographic work, which I find absurd. I have these files upstairs. Therefore, there is discrimination, and if a member of the Civil Service Commission does not go to the departments and see what is actually being done, well, then, it is of no use to have any member of the Civil Service Commission on the board. That is my humble view.

*By Mr. Glen:*

Q. The Civil Service Commission has nothing to say in regard to dismissals in the service; is that true?—A. That is right.

Q. Would it not be your opinion that if a board were formed, a departmental board, composed as has been suggested, of a member of the commission, an employee and a representative of the department, when they came to the conclusion that someone should be dismissed, would that not avoid all the irritation that sometimes occurs publicly and in the House of Commons with regard to the dismissal of public servants?—A. Well, it is a pretty difficult business, especially when an employee has long years of service. At the present time, I might say that we are attempting to get these inefficient employees out of the service shortly after they are appointed.

Q. And if it happened that an employee was dismissed, you know what happens, there is a hubbub and the member of parliament of that particular employee's district is asked to intervene and there are probably questions in the House—it might happen to be a returned soldier—would a board such as you are suggesting and such as was suggested in the first instance by Mr. Bland, where you have three, not avoid all that trouble in the dismissal of employees and get to the point the chairman was speaking about, namely, inefficiency?—A. Well, the dismissal, I imagine, would have to follow the same course in any event.

Q. Within the department?—A. That is, it would have to be made by the deputy minister by order-in-council. So that the net result would be the same. It might have the effect of bringing the inefficient employee to the attention of more officers in the department, of course.

Q. In connection with the chairman's remarks with regard to getting rid of the inefficients within a department, today that will not happen; is that not true?—A. Not of getting rid of them.

The CHAIRMAN: Will you please let me qualify what I have said?

MR. GLEN: Yes.

THE CHAIRMAN: What I mean by getting rid of undesirable employees is getting rid of those who are temporary and who are just starting. I do not mean the old ones who have been doing the work for ten or twenty years, who may be married and have children and other obligations. If they are put out they will be on the relief list and there will be very little difference. I mean the new ones. Perhaps if you told them to get out it would give them an opportunity to study a little more and make themselves more competent.

THE WITNESS: At the present time we do require definite reports after an employee has been on the job three months. If the employee is reported as being unsatisfactory, then, naturally, we will not continue to certify him and the department would be expected to reject him.

*By Mr. Glen:*

Q. In connection with an employee who is lying down on his or her job and should not be in a department because he or she is not doing the work, you do not, as a matter of fact, now have any such power of dismissal?—A. No, we have no power whatever.

Q. Would a board not be a very valuable feature in departmental work where they could check up on employees before they got to that position where they have to be dismissed?—A. I would think that the setting up of an annual efficiency ratings would to a large extent secure that result; that is, if the employee is to be properly rated each year, apart altogether from promotion, that his efficiency is to be rated from year to year, the inefficient would naturally be weeded out.

*By Mr. Fournier:*

Q. There is a probation period now granted according to the statute?—A. Yes.

Q. No one is appointed permanently?—A. For six months, subject to extension for a further period.

Q. Some stay a year or eighteen months before they become permanent?—A. Yes.

Q. They have a six months' certificate from the commission.—A. Yes.

Q. And sometimes we have seen servants working six years under a temporary certificate.—A. Yes. Of course, subject to dismissal at any time.

*By Mr. Mulock:*

Q. Are not twenty per cent temporary?—A. Yes, generally speaking, twenty per cent.

*By Mr. Fournier:*

Q. I understand that sometimes you lack examiners to sit on boards and instead of sending examiners you send clerks, grade 4?—A. Not acting independently, I think.

Q. No?—A. What I mean is that there is always a qualified examiner as well.

Q. Oh, no; I will cite you a case, the case in the agricultural department where Mr. Perrault sat.—A. I think Colonel Kemmis was on that board.

Q. Perhaps you are right. Why should you send in a clerk, grade 4, on that?—A. It is a matter of having them learn the trade. The sooner they get their foot in the sooner they become competent examiners.

Q. What did Mr. Perrault know about a bacteriologist?—A. I think when we set up a board of that nature we do it because we do not consider that the examiners on the staff have sufficient technical knowledge to justify their being appointed as a selection board themselves.

The CHAIRMAN: Mr. Perrault was carrying Colonel Kemmis' brief case.

*By Mr. Fournier:*

Q. Was he not there to act as interpreter?—A. Actually the function of the examiners on such boards is to see that all the facts are presented, and to see that every candidate gets a fair show.

Q. And the decision is rendered by the technician from the department?—A. In the case of a technical position such as the one you have in mind.

Q. Although the commission issues the certificate, the appointment in reality is made by the official of the department.—A. In the particular case you mentioned, the technical members were all outside the department. There were two of them apart from the departmental representative whose main function is to set forth the requirements of the job.

Q. There were six on that board?—A. Yes, there were two outside technical members, one from the Research Council—

Q. Two from the branch?—A. And two from the commission.

[Mr. S. G. Nelson.]



*By Mr. MacInnis:*

Q. It could not be otherwise unless the board carried an enormous number of technicians?—A. Exactly; there are so many lines.

*By Mr. Fournier:*

Q. Could you avoid sending on these boards people that know nothing of what the subject of the examination will be?—A. Actually, we have one man who is delegated on the board, who has been sitting on examining boards for a period of twenty years now, I presume—

*By the Chairman:*

Q. In Ottawa?—A. In Ottawa. He attends with slight exceptions practically all boards, but he was not on that particular one you mentioned.

Q. Who is he?—A. Mr. Garrett. He has been attending these boards so long that even in connection with technical positions he has acquired a very considerable fund of knowledge as to the requirements for all these different classes of work.

*By Mr. Fournier:*

Q. I would like you to repeat that you have not enough examiners on your staff?—A. I think that is obvious.

Q. You need three more French examiners, at least?—A. I would like to make this point, though; our experience is rather unfortunate as far as French examiners are concerned. You have to train the men.

*By the Chairman:*

Q. Will you please say "bilingual"?—A. Bilingual, yes. The period of training is rather involved, and we cannot absorb a large number at one time because the time of the regular members would be taken up training the new men. We are getting these two new men, and we will have three new bilingual examiners, and that is really all we can handle at the moment. But, undoubtedly, we will add to the number as the opportunity presents itself.

*By Mr. Tomlinson:*

Q. Now, we have been talking about individual ratings of the service itself. How about your own staff, Mr. Nelson; do you have yearly ratings as to efficiency?—A. No, we have not, Mr. Tomlinson, and when we have promotions within our staff we just realize what a difficult problem it is.

Q. Do you think it would be an advisable thing to have ratings on your own staff and to place them with the commissioners themselves?—A. I think it would, yes.

Q. You do have some difficulty with your examiners, too?—A. Generally speaking, no.

Q. Well, now there was one glaring case that Mr. Potvin mentioned of one of your examiners who was supposed to have committed perjury and who padded his expense accounts.—A. We have an employee on the staff—

Q. He is still on?—A. Clerk, grade 4, not an examiner.

Q. Is he still on your staff?—A. Yes, Mr. Tomlinson.

Q. How much are you paying him?—A. \$1,620.

Q. You do not even dismiss them for inefficiency on your own staff?—A. I do not think he is inefficient, Mr. Tomlinson.

Mr. BOULANGER: Too efficient.

*By Mr. Tomlinson:*

Q. He is probably too efficient?—A. If I may say a word—

Q. Yes; I should like you to explain that.—A. I think probably there were extenuating circumstances in that particular case. This was a very young man on a very small salary. He was only a short time in the service. On account of the situation in respect to bilingual examiners at that time he was required to travel. He used his own car, and I am perfectly satisfied that he spent far more money on government business than he was able to get back, and I think—

Q. What do you mean by saying he spent more money on government business than he was able to get back?—A. Than he was able legitimately to charge in his expense account. He was not authorized to use his car. He was empowered only to charge for train transportation and so on; and I am absolutely certain that he was very much out of pocket; and he was a very young man as well, so I definitely think—

Q. You decided just to keep him on?—A. We have not been using him on certain phases of work since that time.

Q. You have not?—A. No.

Q. He is still receiving his salary?—A. He is still receiving his salary; and doing a lot of work of a routine nature.

*By Mr. Golding:*

Q. You decided to give him a chance?—A. Yes.

*By Mr. Tomlinson:*

Q. You still say it would be a good plan to have a rating on your staff?—A. It would be a good plan; it would cause some difficulties to the supervising officers, but I think it would be a good plan.

*By the Chairman:*

Q. Coming back to what I was saying, Mr. Nelson, and which I did not finish, you admit that it would be a good thing for the employees if there were open marks?—A. Yes.

Q. For the civil service?—A. I think that would be a very definite improvement.

Q. And then there was a question of open marks for all within the branch; you did not tell me if you were agreeing with the suggestion or not?—A. Yes, I see no objection to that.

Q. You see no objection to that?—A. No.

Q. Will you please tell the committee why there were 82 temporaries—there are more now—on a staff of 232 in the Civil Service Commission?—A. Well, there is a considerable fluctuation in the commission's work.

Q. You know that there has been a large number of temporaries for many years in the Civil Service Commission?—A. Yes.

Q. And there was something mentioned about three stenographers being exchanged with the Prime Minister's office; only three out of 85 or 90 now.—A. Yes.

Q. What is the reason for the commission having so many temporaries on its staff?—A. Well, that is outside my field, Mr. Pouliot; it is a matter of policy and I think the commissioners could answer it better than I can.

Q. It would be most interesting to know, because all the time there are examinations for stenographers.—A. Yes.

Q. And there are so many who are eligible at times, and not long ago I saw a full page in both Ottawa papers and numerous pages in the Canada Gazette giving the names of those stenographers grades 1 and 2 who have been successful.—A. Yes.

[Mr. S. G. Nelson.]

Q. And most of them will never have a chance; on the other hand there are girls who are temporaries and who have never passed examinations and who are still there. Some of the temporaries have passed examinations?—A. Yes.

Q. A few.—A. I think the majority of them would have passed an examination.

Q. The majority? Then, why are they not made permanent? Is it on account of the fact that the Civil Service Commission contemplates a decrease in the personnel of the civil service?—A. I would not think that; but within the last two or three years there has been a tremendous increase in the work, and I would say now it is beginning to look as if the condition would be continuing. In that case I would think it would be good business to build the establishment up to the quota allowed.

Q. At the present time, Mr. Nelson, you have more than one-third of your employees on the Civil Service Commission who are temporaries?—A. Yes.

Mr. BLAND: Would you like me to tell you the reason for that?

The CHAIRMAN: Yes.

Mr. BLAND: If I may do so now, the reason is this: we are entitled under the regulations—that is Treasury Board regulations—to 20 per cent, and we must keep 20 per cent temporary. That means out of 240 employees we must keep at least 48 temporaries; the remaining number, 38, that you speak of, were taken on last year at the time the increase in examinations was very great. Prior to that the increase in examinations had been smaller. Last year the examinations increased to a very marked degree and we took on these employees, deciding that we would see how the work went. If the work continued and they were further required they would, of course, be made permanent. If working conditions continue to the degree that they are now these employees who are qualified by examination will be recommended for permanency.

The CHAIRMAN: Some of these employees have never passed an examination.

Mr. BLAND: I do not think so, sir.

Mr. FOURNIER: They were taken from the eligible list?

Mr. BLAND: I think so.

The CHAIRMAN: Why did the commission ask for applications for new positions for stenographers?

Mr. BLAND: Because, Mr. Chairman, we had used all the persons who had been on prior eligible lists. All others are permanently or temporarily employed in government departments, and the government departments require further employees; consequently we had to hold new examinations.

The CHAIRMAN: There is no chance for outside people.

Mr. BLAND: This was all open to outside people.

The CHAIRMAN: It was open to outside people, but there are not enough jobs to satisfy the ones from the outside.

Mr. BLAND: There will be many jobs filled from this new list.

The CHAIRMAN: From the new list?

Mr. BLAND: Yes.

The CHAIRMAN: What was the number of the successful stenographers?

Mr. BLAND: 1,300. I think we have given jobs to about 200 or 300 already.

The CHAIRMAN: Do you mean you have employed 200 or 300?

Mr. BLAND: I think so.

The CHAIRMAN: Or you have only 200 left?

Mr. BLAND: I think we have employed about 200 or 300 already.

The CHAIRMAN: How many are there left who have not been employed?



Mr. BLAND: There will be the remaining number, 1,100.

Mr. FOURNIER: Many of those who passed those examinations were temporarily employed with the commission under special examinations?

Mr. BLAND: A few, not a great many.

Mr. MACINNIS: Probably there will be another portion of the number employed in other departments.

Mr. BLAND: Yes, that is true.

The CHAIRMAN: On the other hand, Mr. Bland, there are employees of the Civil Service Commission who have never passed an examination.

Mr. BLAND: I do not think so, Mr. Chairman, not amongst the stenographers that I know of.

The CHAIRMAN: No, but amongst the others.

Mr. BLAND: Very few, if any.

The CHAIRMAN: There are, and you know that.

Mr. BLAND: There would be very few, I think.

*By Mr. MacNeil:*

Q. I have in mind a rather flagrant instance of an improper promotion that occurred in the office of the chief in an important engineering branch. The chief of the branch is required to sign plans and must be a dominion land surveyor and is required to be a civil engineer. The promotion was made in that department of a man who is an electrical engineer. The situation to-day is that the plans issued by the branch must be signed by the assistant chief, a man who had years of service and prepared himself for that work and became a dominion land surveyor, and was properly qualified for the position. He must sign the plans for the chief of the branch. Under existing procedure to-day how do you act to prevent such an abuse and see that the position is filled by a man who is qualified to act?—A. We have had—some cases have come to our attention where the employees are not fulfilling the position to which they have been promoted, and we have insisted that the men shall be appointed to the position for which they were indicated; but I have not got any knowledge of the particular case to which you refer.

*By Mr. MacInnis:*

Q. Would it make any difference if this case was under the department or under the Civil Service Commission?—A. Naturally we would have no recourse except that it might be brought to attention in the course of the unit survey.

*By Mr. MacNeil:*

Q. May I ask if the commission had any part to play in the reorganization of staff following upon the consolidation of certain departments in the last couple of years, and a voice in the selection of candidates for certain positions?—A. Selection of candidates?

Q. The readjustment of staff necessary.—A. Well, I think that perhaps would be more within the knowledge of the chief of the organization branch.

*By the Chairman:*

Q. Mr. Nelson, someone, I am not sure whether it was you or Mr. Putman, said yesterday that 20 marks were allowed for personality?—A. I think it was Mr. Putman. I think he meant seniority, 20 per cent for seniority in promotions.

Q. Because at times the advertisements of the commission are like those in the New York Times. You are asking for personality, and you know it, and I would like you to define personality.

Mr. GLEN: That question is barred.

[Mr. S. G. Nelson.]

*By the Chairman:*

Q. I will tell you why. That quality has degenerated into the movie type of actress amongst girls and women, and it seems as if personality meant a new dress or a new permanent wave and things like that. I find it childish, but on the other hand do you not think—

Mr. GLEN: You get away from that subject.

*By the Chairman:*

Q. Do you not think that common-sense and good judgment are the things that should be awarded 50 per cent of the marks?—A. Well, I do not—

Q. Or 30 per cent; one-third for education, one-third for experience, and one-third for good judgment?—A. Well, it is very often difficult to assess good judgment, especially if you do not happen to know the individual concerned.

Q. And the test of good judgment is a very hard one, you will admit that?—

A. Yes.

Q. But it is essential?—A. Yes.

Q. For those who are in an executive and administrative capacity?—

A. Exactly.

Q. And by conversing with a man for an hour, I suppose, asking him questions on other things than the weather, you may come to a certain conclusion about his good judgment.—A. Yes.

Q. Therefore on these lines the oral examination on that particular point is a better test than the written examination to decide upon the good judgment and common-sense of an individual?—A. Yes, that is quite correct, Mr. Pouliot.

Q. Therefore, Mr. Nelson, do you not think that it would be a good idea to have a written test as to education? Facts speak for themselves, providing that they are checked.—A. Yes.

Q. There could be a written test showing the experience of the individual and an oral test showing his judgment?—A. Well, to a very large extent we do include an oral examination as part of the examination program. In fact, wherever practicable we do, particularly for special positions.

Q. Yes?—A. That is, we find that the selection we might make without seeing a man would be quite different than it would be eventually after we had seen all the candidates.

Q. Therefore, you could have a check made on his education before he undergoes the examination?—A. That, in effect, is what happens in the case of these advisory boards. In the case of practically all important positions, the preliminary review is followed by an actual oral examination of the candidates.

Q. Yes; but you will admit that these advisory boards take for granted what is said by the applicant?—A. Well, it is a sworn statement.

Q. Oh, no, no.—A. A declaration, Mr. Pouliot.

Q. It is not sworn at all.—A. It is a declaration.

The CHAIRMAN: And it is not even solemnly declared. Yesterday the case was brought up by Mr. Tomlinson. Moreover, I have cases this year which show that the change has not occurred for any one who is in the organization branch. I will ask a question of Mr. Putman about it as soon as we are through with Mr. Nelson. If the change has been made, it is probably because the forms that I have requested for each one have been submitted to the great expert of the Department of Justice, and he has finally told them that everything was wrong. But all those in the organization branch never swore anything with regard to their qualifications. Oh, yes, it is mustard after dinner.

Mr. TOMLINSON: Next witness.

The CHAIRMAN: Yes. Thank you, Mr. Nelson. Will Mr. Putman please come forward.

Mr. C. V. PUTMAN, Chief of Organization Branch, Civil Service Commission, re-called.

*By the Chairman:*

Q. I wish to tell you, first of all, Mr. Putman, that for myself I am very well satisfied with your evidence. I must tell you that.—A. Thank you, Mr. Chairman.

Q. You have spoken very frankly, and credit is due to you for that.—A. Thank you, Mr. Chairman.

Q. Now, Mr. Laberge is the newest man in your service in the organization branch?—A. Yes. He reported on June 1st.

Q. Did he swear or solemnly declare his qualifications?—A. Well, I notice this statutory declaration is here:—

I declare that the answers to the questions in this application made by me are true, and I make this solemn declaration, conscientiously believing it to be true and knowing it to be of the same force and effect as if made under oath and by virtue of the Canada Evidence Act.

Q. Therefore, I am wrong about that, and I admit it at once.

Mr. GLEN: Hurray!

Some Hon. MEMBERS: Oh, oh.

The CHAIRMAN: When I am wrong, I admit it at once; but it is the first time since the beginning.

Some Hon. MEMBERS: Oh, oh.

The CHAIRMAN: Except when I have said that I was.

Some Hon. MEMBERS: Oh, oh.

*By the Chairman:*

Q. Now, time marches on, and there is only one thing that I would like you to tell us about, and that is Mr. "H." Mr. "H." is like Madame "X." Will you please read his qualifications?

Mr. MACNEIL: Could we know when he was appointed, Mr. Chairman?

The CHAIRMAN: Yes. Will you please tell when he was appointed. It was in 1937. If you want more, all right. I am in your hands, gentlemen. I want you to decide after it has been read.

The WITNESS: Mr. Chairman, the certificate does not appear to be on this file.

*By the Chairman:*

Q. But in fact, he is working now?—A. Yes.

Q. And he started to work last year; was it last year or this year?—A. This year.

Q. It is a recent appointment?—A. Yes.

Q. Would you please read his qualifications—his own qualifications drafted by himself?—A. Yes. They read as follows:—

On my discharge from the Canadian Expeditionary Force I worked on a farm in Saskatchewan for twelve months. Then for five years I worked at manual labour, mostly in logging camps on the Pacific coast, sometimes in California, sometimes in British Columbia. In 1925 I entered the University of Manitoba. I graduated with first class honours in history and philosophy and won the I.O.D.E. scholarship, on which I went to Edinburgh for one year. I studied theology for three years with the intention of entering the Church, but was never ordained.

[Mr. C. V. Putman.]



I worked for the Sovereign Life Insurance Company of Winnipeg for 1934-35, as an agent; but could not make a living at it.

Exact dates of my employment at casual labour I cannot give, and even a list of the companies for whom I worked will not be inclusive. As nearly as I can remember the following is an account of my career:

1913-1915, George Esmond, Tugaske, Saskatchewan, farm labourer;

1915-1919, C.E.F. private;

1919-1920, George Esmond, Tugaske, Saskatchewan, farm labourer;

1920-1921, Prince Albert Lumber Company, sawyer;

1921-1922, Pacific Lumber Company, Scotia, California, U.S.A., sawyer and setter;

1922-1924, various small companies in California, of which I cannot remember the names; various jobs in lumber camps and saw mills;

1924-1925, Port Hammond Lumber Company, British Columbia; mill hand and logger;

1925-1934, University and college; during these years I served on several mission fields under the United Church;

1934-1935, Sovereign Life Insurance Company, Winnipeg, branch manager, Geo. A. Dummert; agent;

During the summer of 1929 I worked for Mr. John W. Daffoe, doing research work for the book he wrote, "Sir Clifford Sifton," Editor, Winnipeg Free Press.

Q. That is all right. Now, always mentioning that gentleman by the name of Mr. "H." will you please read a letter from Mr. John Mackay, principal of Manitoba College, Winnipeg?—A. I do not know whether I should read that. That came to the commission as a confidential document. I do not know that I should read it.

Q. I did not give any name. I called him Mr. "H," and this is from the principal of Manitoba College. No one is mentioned. It is Mr. "H" or Mr. "X." It is up to you gentlemen to decide whether it should be read or not. If the members of the committee want to read it now for themselves, all right; then you can decide whether it shall be read or not.

Mr. FOURNIER: It is a recommendation from the principal of Manitoba College?

The CHAIRMAN: It is a confidential note on the form that has been sent to the commission with regard to that man. I want that shown to all the members, and they will decide what shall be done. I am not going to take any responsibility in that regard. I want every member of the committee to read it.

*By Mr. MacNeil:*

Q. May I ask, Mr. Putman, if he is performing his duties satisfactorily at the present time?—A. Well, he has been with me for fifteen days and I think he is doing very well.

*By the Chairman:*

Q. Fifteen days only?—A. Yes.

*By Mr. Fournier:*

Q. You cannot give your judgment in fifteen days.—A. I did not give any judgment. I say I think he is doing very well.

The CHAIRMAN: Yes, I know. You spoke carefully, Mr. Putman.

*By Mr. Fournier:*

Q. Who is the examiner who examined this gentleman?—A. I could not tell you that.

Mr. MULOCK: I do not think it should be read, Mr. Chairman.

The CHAIRMAN: I want every member to read it.

Mr. TOMLINSON: It is strictly a confidential report.

The CHAIRMAN: That is all right. It will not go further. But I wanted you to read it.

Mr. SPENCE: Let the chief counsel read it.

Mr. TOMLINSON: You can write many things in confidence.

*By Mr. Boulanger:*

Q. Was he appointed through an open competition?—A. He was top man in the recent competition for clerk, grade 4—top man in all Canada.

Q. All over Canada?—A. Yes.

Q. It was a public competition?—A. Yes.

The CHAIRMAN: Have you read it, Mr. Clark?

Mr. CLARK: Yes.

The WITNESS: I have not read it myself.

Mr. SPENCE: I have not paid very much attention to it.

The CHAIRMAN: Well, we will leave it at that. I will tell you everything. I have no secrets from you, gentlemen.

Mr. GLEN: Are you through with Mr. Putman?

The CHAIRMAN: No; we like Mr. Putman and we take good care of him. We will leave it at that, if all the members have read it. I always respect the wishes of the committee.

*By the Chairman:*

Q. Now, Mr. Putman, we hear about members of the House of Commons sending recommendations to the commission?—A. Yes.

Q. Is it not within your knowledge that the two leaders of the Senate some years ago sent a recommendation, a joint recommendation, to fix the salary of one employee of the Senate at \$6,000? I will show you it. You have no objection to the reading of that paper, have you, gentlemen? It is signed by Mr. Meighen and Senator Dandurand.

Mr. GLEN: I should think not.

*By the Chairman:*

Q. In the first place, Mr. Putman, will you please read in the minutes of the proceedings of the Senate of Canada for Friday, July 5, 1935, the resolution that concerns the appointment of Mr. O'Connor as law clerk and parliamentary counsel of the Senate?—A. "On motion it was resolved: that William F. O'Connor, K.C., be appointed law clerk and parliamentary counsel of the Senate."

Q. There is no mention of salary?—A. None.

Mr. TOMLINSON: Is that a civil service appointment?

The CHAIRMAN: No, it was an appointment by the Senate.

Mr. TOMLINSON: It was not under the Civil Service Commission.

The CHAIRMAN: Oh, yes; he was under the jurisdiction of the Civil Service Commission, was he not?

The WITNESS: I do not know when that was exempted. I would have to verify that.

Mr. MULOCK: It was not under the civil service.

[Mr. C. V. Putman.]

The CHAIRMAN: Oh, yes.

Mr. TOMLINSON: He was under the civil service at the time.

Mr. BLAND: This position had been exempted from the provisions of the Civil Service Act at the time this appointment by the Senate was made, on account of the fact that similar positions on the floor of both Houses on previous occasions had been exempted.

*By the Chairman:*

Q. I am not criticizing the commission for that. It is that after the appointment was made by the Senate the two leaders of the Senate wrote to the Civil Service Commission to fix a salary of \$6,000, which had not been mentioned in the resolution. Is that a fact or not?

Mr. BLAND: That is true.

Q. Afterwards, it was sent back to the Senate and they were informed that the proper way to do it was by order in council. What is the date of the order in council, please? I am in defence of the Commons. What is the date, please, of the order in council?

The WITNESS: The order in council is dated the 28th of September, 1935.

Q. In this case the Civil Service Commission acted properly. But now you have this situation. I am not criticizing at all the amount that is paid to Mr. O'Connor; he is a good man; but, on the other hand, there is a discrimination in the fact that Mr. Olivier, whom you probably know, is a law clerk of the House, and is he under the Civil Service Commission?—A. I am not sure. I think the position now has been exempted.

Mr. BLAND: It is one of the positions that has now been submitted to the commission for reconsideration.

Q. Therefore, it is not exempt?

The WITNESS: Did you say a law clerk of the House of Commons?

Q. Yes, a law clerk of the House of Commons.—A. I do not know.

Q. Will you please look at his file?

Mr. TOMLINSON: What about Mr. Bland explaining the file?

*By the Chairman:*

Q. He is not exempt from the commission?

Mr. BLAND: At the present time, I do not think so, Mr. Chairman, no.

Q. Therefore, will you please tell us what is his actual salary now?

Mr. GLEN: Mr. O'Connor's salary?

The CHAIRMAN: No. Mr. O'Connor has a salary of \$6,000 fixed by order in council, and his position has been exempted. Mr. Olivier is a law clerk of the House, whom everyone knows, and who is always rendering services to the members of the House. He does extensive work, and he is a K.C. and a doctor of law.

Mr. MACNEIL: Is it not true that his remuneration is considerably less than \$6,000?

The CHAIRMAN: Yes; it is \$4,000 odd. I cannot see the justification for that discrimination which has existed for many years, and which he is now suffering.

Mr. MACNEIL: Is it not true that the law clerk of the Senate only works while the Senate is in session, and the law clerks of the House are required to work the year round?

The CHAIRMAN: I know nothing about it, Mr. MacNeil; but what I know is that Maurice Olivier is busy all the time. He is most obliging to all members, not only in helping to prepare legislation but also in giving legal advice to the members about the laws of the different provinces.



Mr. MACNEIL: Hear, hear.

The CHAIRMAN: He tries to do his best for everybody, and I do not see the reason for the discrimination.

*By Mr. Fournier:*

Q. What is his salary?—A. They are joint law clerks of the House. There are two positions. One position is paid a maximum of \$4,620, and the other position is paid a maximum of \$4,440. Mr. Troop's position was the \$4,620 position, and Mr. Olivier's the \$4,440 position.

*By Mr. Boulanger:*

Q. Does he get the maximum now?—A. I would imagine so.

The CHAIRMAN: I find it absurd, because the chief has less than his assistant.

Here is another case, the case of Mr. Letoureau, who has been on the char staff since 1904.

Mr. TOMLINSON: Does the law clerk of the Senate receive \$6,000?

The CHAIRMAN: \$6,000, and the law clerk of the House receives a maximum of \$4,440, while his assistant receives a maximum of \$4,620.

Mr. TOMLINSON: And the law clerks of the House of Commons work the year round?

The CHAIRMAN: Yes. Moreover, he has to work for the Privy Council.

Mr. TOMLINSON: And the law clerk of the Senate only works during the Senate sittings?

Mr. MACNEIL: That is true.

Mr. TOMLINSON: Is that true?

Mr. MACNEIL: That is my understanding.

The CHAIRMAN: That may be so. I am not discussing it, but I find it very wrong.

Mr. TOMLINSON: It is ridiculous.

The CHAIRMAN: It is ridiculous. Moreover, the chief of the char staff receives less than his assistant, and he has been here for thirty-four years. It is not necessary to have been in the woods of the west, or to have been an apprentice clergyman to decide whether that is justifiable or not. I find it shameful to see a subordinate receiving more than his chief.

Mr. BOULANGER: You have the same situation in the Department of Agriculture.

The CHAIRMAN: Yes, in spite of the very excellent work done.

Mr. BOULANGER: There are three men in the Department of Agriculture who get more than the assistant deputy minister.

The CHAIRMAN: These are instances of grave injustices, and I could quote many others. Anyone of you gentlemen could decide these questions without having been an investigator. And the investigator for the House of Commons is responsible for that.

Mr. MULOCK: Who is he?

The CHAIRMAN: I think it is Mr. Hawkins.

The WITNESS: No, Mr. Chairman, he has only had the House of Commons for several months.

*By the Chairman:*

Q. Who was the investigator?—A. I think probably I was responsible for that. I am chief of the organization branch.

[Mr. C. V. Putman.]

The CHAIRMAN: I have said before that you are a good witness. You seem to be very honest in giving evidence. I think I should congratulate you for that, although I do not congratulate you for leaving Mr. Olivier and the other gentlemen where they are.

*By Mr. Boulanger:*

Q. You are not responsible for the salary of Mr. O'Connor?—A. I am not responsible for the salary of Mr. O'Connor, no.

Mr. TOMLINSON: I think the difference between those two salaries is ridiculous.

The CHAIRMAN: The government has decided that the services rendered by the law clerk of the Senate were worth \$6,000, which is reasonable. I do not discuss that at all, and I take it for granted. But there was good reason to re-classify the salary of Mr. Olivier. The government could not object to it; and, gentlemen, I am thinking of suggesting a recommendation to that effect if Mr. Hawkins does not act before we do.

Mr. TOMLINSON: I would like Mr. Putman to give us the reason why the assistant should receive more than the chief. I think when this is under his jurisdiction we should know the reason before any recommendation is made.

The WITNESS: As far as I know, the salaries that were set for these two positions were those that were submitted by a previous Speaker of the House to the Commission, and after considerable discussion they were raised. They were lower than that up until 1927, and I think it was in 1927 that this revision took place and the senior officer at that time was the man who got the \$4,620.

*By Mr. Tomlinson:*

Q. The senior officer at that time?—A. Yes. I do not know what the situation has been since then.

Q. Would you look it up and find out?—A. Yes, I will find out what it is, but I am perfectly sure it was on a recommendation of the clerk of the House, concurred in by the Speaker at that time.

*By Mr. Fournier:*

Q. Could you look into that and compare it with the clerk in the Senate and try to give these gentlemen the salary they seem to deserve?—A. As a matter of fact, Mr. Fournier, it is just within the last three weeks that we have had a request from the clerk of the House, concurred in by the Speaker, to look into the whole question of the salaries of the House of Commons employees. This probably would have come up.

*By the Chairman:*

Q. Will you please tell the committee what Mr. Letourneau's position is?—A. It is that of supervisor of the char service of the parliament buildings.

Q. What is his salary?—A. Maximum of \$2,280.

Q. What is the salary of his assistant?—A. I do not know because, as far as I know, he is not under the Civil Service Act. I think he is one of the seasonal employees.

The CHAIRMAN: Once again I will not discuss the salary of the assistant, but I think that the chief should have more than the assistant. That is my point of view.

The WITNESS: Well, I do not know of any cases where the commission would not concur in exactly that view, that the chief should have more than the assistant.

*By Mr. Glen:*

Q. You will look into that, Mr. Putman?—A. Yes, I will.

Mr. TOMLINSON: I would like a full report on that.

*By the Chairman:*

Q. Therefore, Mr. Putman, I will leave with you the files of Mr. O'Connor and Mr. Olivier.—A. It is not necessary for you to leave the files with me; I can look it up without the files. I have my own files.

The CHAIRMAN: Shall we sit to-morrow morning, gentlemen?

Mr. GOLDING: Yes, to-morrow.

Mr. GREEN: Mr. Chairman, can you not sit in the afternoon? We have a caucus in the morning.

The CHAIRMAN: Shall we meet to-morrow afternoon? I will leave it to you, gentlemen. Shall we sit to-morrow afternoon or to-morrow morning?

Mr. CLEAVER: To-morrow morning.

Mr. GOLDING: Just before we adjourn now, Mr. Putman will be on the stand again, I suppose?

Mr. TOMLINSON: Yes. I would like that report.

Mr. GOLDING: I do not think that this comittee has any right to take any action in regard to increasing the salaries in any department.

The CHAIRMAN: We will sit to-morrow morning at 11 o'clock.

Mr. GOLDING: I do not believe that comes under our jurisdiction.

Mr. FOURNIER: We are asking Mr. Putman to rectify that.

Mr. GOLDING: I want to make my position perfectly clear, that it may be possible to build up a machine which this country cannot carry.

Mr. TOMLINSON: I do not agree with the \$6,000 job in the Senate; I think it is away beyond all reason.

The CHAIRMAN: Gentlemen, we will sit to-morrow morning at 11 o'clock.

(At 6.05 p.m. the committee adjourned to meet at 11 a.m., June 9, 1938.)



## APPENDIX No. 1

REGULATIONS FOR THE APPOINTMENT OF JUNIOR LEGAL ASSISTANTS  
IN GOVERNMENT DEPARTMENTS IN ENGLAND AND WALES

*Competitions under these regulations are open both to men and women.  
The regulations are liable to alteration from time to time.*

1. The authorities of a Department having vacancies to fill will take such steps as they think most appropriate by public advertisement in the Press or otherwise to make known the existence of the vacancies, and the Civil Service Commissioners will satisfy themselves that the steps taken have been such as to secure all desirable publicity. The advertisement will fix the last day on which applications can be received, and the date by which the age-limits will be reckoned. The authorities of the Department having the vacancies will send a notice of them to the authorities of other Departments having professional legal staff.

2. Application will be addressed to the Department in question on the appropriate form. After the last day for application has been reached the authorities of the Department will scrutinize all the applications received and recommend to the Commissioners such candidates as appear to them best qualified for the duties. They will at the same time forward to the Civil Service Commissioners the application forms of the candidates recommended, together with the application forms of any candidates not recommended who are employed in a Government Department; and the list of candidates to be interviewed by the Selection Board will then be settled by agreement between the Department and the Civil Service Commissioners who may, if dissatisfied with the candidates recommended, take such steps in consultation with the Department as they may think fit to obtain other candidates.

3. Candidates recommended by the Department and accepted by the Civil Service Commissioners as possessing the requisite qualifications will be summoned to an interview before a Selection Board, who will select for the vacancies existing those candidates who appear to them to possess the qualifications most suited to the post to be filled. In assigning candidates to fill vacancies the Selection Board will have regard to the requirements of the Department having a vacancy. The Selection Board will usually comprise representatives of the Civil Service Commission, the Department and the Lord Chancellor.\*

Until further notice, and other things being equal, preference will be given by the Selection Board to candidates who have served in His Majesty's Forces between 4th August, 1914, and 11th November, 1918, and who are or have been employed in a Government Department.

4. Candidates must be under the age of 35 years on a date to be fixed in respect of the competition in which they are to take part. Such age limit may, however, be extended in favour of a candidate who has served in His Majesty's Forces between the 4th August, 1914, and the 11th November, 1918, and is or has been employed in a Government Department.

5. Candidates must be barristers or admitted solicitors, and a Department may invite applications from either or both of these classes.

Women candidates must be unmarried or widows and will normally be required to resign their appointments on marriage; but exception to the rule requiring resignation on marriage may, in individual circumstances, be made where the employment of a married woman is considered advisable in the light of her special qualifications, or special experience in relation to the duties required of her, or of the special requirements of the Department in which she is serving.

\* Candidates must themselves defray any expenses incurred in attending before the Selection Board.

6. Every candidate must be a natural-born British subject, the child of a person who is or was at the time of death a British subject; provided that exception may be made:—

- (a) In the case of candidates serving in a civil situation to which they were admitted with the certificate of the Civil Service Commissioners.
- (b) In the case of natural-born British subjects who served in His Majesty's Armed Forces in the Great War between 4th August, 1914, and 11th November, 1918.
- (c) In the case of natural-born British subjects who have satisfactorily completed a period of not less than five years' service on full pay in His Majesty's Regular Forces.

Provided also that if the Civil Service Commissioners are satisfied, in the case of any candidate who is a British subject but does not fulfil all the requirements of the rule as to nationality and descent, that the candidate is so closely connected by ancestry and upbringing with His Majesty's dominions that an exception may properly be made to that rule, they may accept such candidate as eligible provided that this discretion shall not be exercisable unless (a) the father or the paternal grandfather of the candidate was a natural-born British subject, and (b) neither the father nor the paternal grandfather had acquired any other nationality by naturalization or by any other voluntary and formal act.

7. The appointment of selected candidates will be subject to their satisfying the Civil Service Commissioners of their eligibility in respect of age, nationality, health and character, and will not be confirmed unless and until they have passed the prescribed period of probation to the satisfaction of the Department.\*

8. Any attempt on the part of candidates to enlist support for their applications through Members of Parliament or other influential persons will disqualify them for appointment. The Selection Board will disregard spontaneous recommendations from persons who are not personally acquainted with the candidate's work.

9. Candidates selected for appointment will be required to pay a fee of £8.

CIVIL SERVICE COMMISSION,  
23rd June, 1936.

#### NOTICE

The scale of salary of Junior Legal Assistants commences at £315, rising, subject to approved service, by annual increments of £18 to £625†. The initial salary may be increased by £18‡ for every year not exceeding five of professional experience after call to the Bar or admission to the Solicitors' Roll by which the candidate's age exceeds 25 years.

Junior Legal Assistants have prospects of promotion to higher grades. The scale of salary of the next grade, that of Legal Assistant, is £650 rising by annual increments of £25 to £850§; and the scale of salary of Senior Legal Assistants is £850 rising by annual increments of £30 to £1,100.

\* Under the provisions of Clause 6 of the Order in Council of 10th January, 1910, persons who have been certificated by the Civil Service Commissioners are required to undergo a probation of one year or such extended period not exceeding two years in all as may be prescribed by the Head of the Department. During this time their conduct and capacity are to be subjected to such tests as may be determined by the Head of the Department, and they are not to be finally appointed to the Public Service unless and until their probation has furnished to the Head of the Department satisfactory proof of their fitness.

† The corresponding scale in the case of women is £315 rising by annual increments of £12 to £399, and thence by annual increments of £18 to £510.

‡ £12 in the case of women.

§ The corresponding scale in the case of women is £550 rising by annual increments of £25 to £680. The salary scales of women officers in the senior grades have not yet been fixed.

Above the grade of Senior Legal Assistant there are in most Departments posts of Assistant Solicitor on the salary scale of £1,200 rising by annual increments of £50 to £1,400, and a few posts of Solicitor on higher scales.

The above scales are liable to review.

#### NOTIFICATION

The Civil Service Commissioners have been requested by the Lords Commissioners of His Majesty's Treasury to notify that persons already holding situations in the Civil Service will, if successful in obtaining appointment under these Regulations, be required to enter their new situations at the minimum of the scale of salary authorized for the situation to which these Regulations relate, or appropriate entry point as determined in accordance with the second sentence of the first paragraph of the Notice appended to these Regulations, and will not be permitted to carry with them the salary drawn by them in their previous situations.











Gov. Doc  
Can  
Comm  
e

CA1 XC 2

- 38C58

SESSION 1938

HOUSE OF COMMONS

SPECIAL COMMITTEE

ON THE OPERATION OF THE



# CIVIL SERVICE ACT

1938

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 27

THURSDAY, JUNE 9, 1938

WITNESSES:

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938



## MINUTES OF PROCEEDINGS

JUNE 9, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Cleaver, Deachman, Glen, Golding, Green, MacInnis, MacNeil, Mulock, O'Neill, Pouliot and Tomlinson.—12.

*In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;  
Mr. A. Potvin, Commissioner, Civil Service Commission;  
Mr. J. H. Stitt, Commissioner, Civil Service Commission;  
Mr. C. V. Putman, Chief of the Organization Branch, Civil Service Commission;  
Mr. S. G. Nelson, Chief Examiner, Civil Service Commission, and  
Mr. G. T. Jackson, Investigator, Civil Service Commission.

The Chairman read a cablegram which he sent on behalf of the Committee to Sir Josiah Stamp congratulating him on the honour conferred upon him.

Mr. C. V. Putman was recalled and further examined.

Mr. Tomlinson moved,—“That the qualifications of all the investigators of the Civil Service Commission be placed on the record.” The motion being put it was negatived on division. Yeas 4, Nays 5.

After lengthy discussion Mr. MacInnis moved,—“That the previous motion be reconsidered.” The motion being put it was agreed to on division. Yeas 7, Nays 3.

The witness retired.

The Committee adjourned to meet again at 4.00 o'clock p.m. to-day.

4.00 p.m.

The Committee resumed at 4.00 o'clock, p.m.

Members present were:—Messrs. Clark (*York-Sunbury*), Cleaver, Deachman, Glen, Golding, Mulock, O'Neill, Poole, Pouliot, Spence, Stewart and Tomlinson.—12.

Mr. S. G. Nelson was recalled, further examined and retired.

The Committee adjourned to meet again Friday, June 10th, at 11.00 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 9, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: We have a quorum now, gentlemen. It is a fine day to-day; everybody seems happy, and I must tell you that on behalf of the committee I sent a message of congratulations which I desire to read to you now. You will be surprised when you hear it. Of course, to make everybody comfortable I must tell you it is a cable to Lord Stamp, Chairman, L.M.S., London, and reads:—

Warmest congratulations of Civil Service Committee for recent honour conferred on yourself by His Majesty.

JEAN-FRANCOIS POULIOT,

*Chairman.*

I will tell you why I sent it. Sir Josiah, now Lord Stamp, was gracious enough to authorize the publication of his speech at the opening of the Institute of Public Administration, and I shall ask you gentlemen to read it and compare it with the lecture given to us by Sir Francis Floud. When you do that you will see two entirely different views, one from a gentleman who has been in the British civil service for a great number of years and who has held very high positions in the service, and another point of view expressed by a well-known English businessman who has thousands and thousands of men in his employment. Both of these gentlemen are well known, and it is most interesting to make comparisons of that sort.

Now, I have a little correction to make in the report, the very good report, of the Journal of this morning, with regard to yesterday's sitting. The Journal reports me as asking this question:—

Do you not think that one reason for these two kinds of favouritism is due to the fact that everything is done outside the civil service itself?

I said: "outside the knowledge of the civil servant himself." That is a little different.

Mr. Putman, will you please take the stand.

C. V. PUTMAN, recalled.

*By the Chairman:*

Q. Will you please look at number 57 of the minutes of the proceedings of the Senate and tell me if it is the one in which the prorogation speech is published. Do these minutes of the proceedings of the Senate contain the prorogation speech?—A. I would presume that is what it is, yes.

Mr. GOLDING: What is it?

The CHAIRMAN: It is the minutes of the proceedings of the Senate of July 5, 1935.

*By the Chairman:*

Q. There are the minutes of the last day of the session. Therefore the resolution concerning the appointment of Mr. O'Connor was made on the last day of the session, as it is printed in the minutes of the 5th July?—A. Yes.

Q. Will you please read the note which is in your own handwriting?—

A. Yes.

Q. Appended to the letter of Mr. Blount, clerk of the Senate, of the 29th August, 1935.—A. "Exempting report to Senate, on file 56-1-FC, exempt by resolution of the Senate 5th July, 1935, for the purpose of appointment only."

Q. What I wanted to tell you gentlemen was that this resolution of the Senate was drawn on the last day of the Senate for the appointment of Mr. O'Connor and it was drafted in such a way that it did not include the salary; the resolution was for the position only and not for the salary, and I wondered if the senators were not desiring to have any discussion on the salary. Afterwards the leaders of both parties of the Senate wrote to the Civil Service Commission a joint letter to fix the salary, which I find a wrong procedure. That is a thing that is never done by the leaders of the House and I do not see why it should be done by the leaders of the Senate.

Mr. MULOCK: Mr. Chairman, in that connection, where there is a discrepancy in salaries paid to different officials, don't you think that it would be wise for this committee to consider the advisability of reporting and advising the House that the practice that was discontinued about 1918, namely of having a book published with the salaries of all the civil servants in the employ of the dominion government, should again be published. If these things were available to the members and to the government it might go a long way towards overcoming the situation.

The CHAIRMAN: Will you please mention that in the letter that you write to me with regard to the submissions to be made to members when we discuss the report? Again, gentlemen, I shall ask you to think that over, and you will receive a letter from me—

Mr. TOMLINSON: I should like to understand this. Was this position exempted purposely for appointment?

The CHAIRMAN: The Senate passed a resolution.

*By the Chairman:*

Q. I understand at that time the position was under the Civil Service Commission?—A. Right.

Q. And the Senate passed a resolution to exempt that position from the Civil Service Commission; but they did not mention the salary; they mentioned only the position. Therefore, it was most abnormal, because a position was taken from under the Civil Service Commission but the salary was left under the Civil Service Commission; is not that so?—A. That is true.

Q. It prevented a discussion on the salary.

Mr. MULOCK: Mr. Chairman, the public cannot stand these large salaries and if we can do anything to keep this thing in the open so that the public will know it, that will have the best effect towards seeing that proper precautions are taken when salaries are fixed.

The CHAIRMAN: I will explain my point of view.

Mr. TOMLINSON: I should like to mention a point before you continue; you can probably explain it. Here we have a Civil Service Commission who are supposed to make these appointments, and they are supposed to be advertised according to the different sections of the Act. Now, then, here is a position which the Senate by resolution state they wish to make. The only way they can do it is by having it exempt from under the Civil Service Commission. If that is the case I suppose all positions could be placed in that same category, could they not?

The CHAIRMAN: I will tell you, Mr. Tomlinson.

Mr. TOMLINSON: I want that explained.

[Mr. C. V. Putman.]



The CHAIRMAN: I will tell you what is my humble point of view. My view is that the House of Commons and the Senate should make their own appointments and these appointments should be made by the Speaker of the House and the Speaker of the Senate respectively; but on the other hand any man who is employed in either house should undergo an examination as to his fitness. That is my humble point of view; but what I find wrong with the resolution of the Senate is that it is amphibious. The position was taken away from the Civil Service Commission but the salary was left with them in order to be established by the wish of the two leaders. This I find absolutely wrong. I know very well that Mr. King and Mr. Bennett have never written jointly to the Civil Service Commission establishing any salary. Is it not so?

The WITNESS: Not to my knowledge.

Mr. TOMLINSON: Let us get this. Can this thing take place in other positions?

The WITNESS: If the commission would recommend the exemption, yes.

*By Mr. Tomlinson:*

Q. If the commission would recommend— —A. Yes.

Q. Has the Senate any more power than anyone else?—A. The commission recommended to the Senate that—

Q. It was a resolution from the Senate?—A. Previous to that the commission had recommended the exemption of that position.

Q. Why?—A. Because—I cannot tell you what was in the minds of the commissioners in connection with it. I only know what representations were made and—

Q. What were the representations?—A. They were these, that officials of the House of Commons and the Senate who appear on the floor of the House, should be exempt from the Civil Service Act and the appointments made respectively by the Senate and the House of Commons. Now I understand that the joint law clerks, the clerk of the House and the assistant clerks of both houses are exempt and the appointments will be made in future by the House of Commons and the Senate respectively.

Q. What is the reason for this?

The CHAIRMAN: I will tell you, Mr. Tomlinson. It is that we must understand that the House of Commons is a department by itself, and so is the Senate. Both clerks are mentioned in the Act as deputy heads. The House of Commons and the Senate are particular departments. They are departments for the use of the members of the House of Commons and the Senators respectively. The staff of the House of Commons and the staff of the Senate are there to help the members of both houses do their work, and so long as members find the work done satisfactorily it is up to them; but on the other hand, according to constitutional law parliament is supreme and I do not see why parliament should submit itself to an exterior board for appointments which come under its own control and which are for its own use. That is my point of view. You may differ from that. My point of view is that parliament is supreme. Therefore for our own protection it is important at times that the civil servants who are employed in either house undergo an examination to qualify as to their efficiency, fitness and competence.

Mr. TOMLINSON: Mr. Chairman, I may differ slightly because I feel, for instance, the law clerk in the House of Commons, Mr. Ollivier, certainly does splendid work—

The CHAIRMAN: I agree with you.

Mr. TOMLINSON: I know that because he has assisted me in one or two instances; but they are appointed by the Civil Service Commission. They have permanent positions, which I think is necessary because the experience

of a law clerk in drafting bills is important to everybody, and it is important to the members that they be employed there no matter whether the government changes or not. I think their employment should continue—

The CHAIRMAN: I will tell you, Mr. Tomlinson, custom and practice has to be considered, and I know of no one employed in the House of Commons who was discharged from his duties when a change of government occurred. It is a gentleman's agreement that those who were there and who did not mix in politics should not be interfered with. If there is a particular charge against one man, that is an altogether different matter. I have known of no one who was employed in either the House of Commons or the Senate who was discharged on account of his political leanings.

Mr. MACINNIS: Would it be in order to try to get over this point we are discussing now, to have the chairman of the Civil Service Commission give us a brief report on the salient factors in connection with the appointment of the House of Commons staff and the Senate staff?

The CHAIRMAN: With regard to the point we are discussing, Mr. O'Connor's position has been made entirely by the Senate due to the fact that this resolution was passed by the Senate, and also on account of the resolution and the order in council which was passed on the suggestion of the commission to fix his salary. On the other hand, Mr. Ollivier is still under the Civil Service Commission.

Mr. TOMLINSON: Is Mr. Fraser?

The CHAIRMAN: Yes, Mr. Fraser also.

The WITNESS: Mr. Fraser was promoted by the Civil Service Commission.

*By the Chairman:*

Q. While under the commission?—A. I do not know.

*By Mr. Tomlinson:*

Q. If he was promoted he must have been.—A. He certainly was at the time the promotion was made.

Mr. MULOCK: How can the Civil Service Commission explain this: if I understand the facts correctly the law clerk's salary in the Senate is fixed by someone outside of the civil service altogether, and the clerk of the House of Commons' salary is fixed by the commission. Is that correct? Why should they be treated differently?

The CHAIRMAN: The clerk's salary is fixed by statute.

Mr. MULOCK: I am speaking about the law clerks, Mr. O'Connor and Mr. Ollivier, who are treated differently.

The CHAIRMAN: The law clerk and the clerk of the House of Commons are two different positions. What I cannot understand is when the position of assistant law clerk was reclassified, the position of the chief was ignored. I cannot understand it, and any one of you gentleman if you had to reclassify the position of the law clerk of the house, would have looked at the position of the salary of the chief.

Mr. TOMLINSON: Mr. Putman has the facts in regard to these salaries and I should like to have the information with regard to Mr. Fraser and Mr. Ollivier.

The WITNESS: In 1927 the request of the House of Commons was that the maximum salary of \$4,920 be set for each of those positions. The commission recommended a salary of \$4,020 to \$4,620 for that of Mr. Troop, and \$4,020 to \$4,400 for Mr. Ollivier. That was accepted by the House.

Mr. TOMLINSON: How about Mr. Fraser?

The WITNESS: I am coming to that. Mr. Troop was retired from January 1, 1937.

[Mr. C. V. Putman.]

*By the Chairman:*

Q. Retired on superannuation?—A. On superannuation, and Mr. Fraser was appointed to the vacancy.

*By Mr. Tomlinson:*

Q. By the Civil Service Commission?—A. By the Civil Service Commission to the vacancy of Mr. Troop at a salary of \$3,720 per annum, which was the minimum of that class; I presume from the 1st January, 1938, he is receiving \$4,020 per annum, so that he is now getting less than Mr. Ollivier.

We have a request from the speaker or from the clerk of the House of Commons to review the salaries, and the recommendation is that the two salaries—the maximum rate for Mr. Fraser and Mr. Ollivier be placed at \$4,620; and I have no doubt that the commission will agree to that.

*By the Chairman:*

Q. Well, it is not fair then. You said, Mr. Putman, in part of your evidence that the commission was making suggestions at times for the improvement of things, speaking very broadly. Therefore, if Mr. O'Connor has a reasonable salary at \$6,000, I do not see why Mr. Ollivier who has much more work, receives \$1,400 less.—A. In reply to that, I would say that I do not think the commission would agree to a salary of \$5,000 or \$6,000 for that position.

*By Mr. Tomlinson:*

Q. What is your opinion as to the \$6,000 salary?—A. I think it is out of line with that being paid in the House of Commons; and it should not be.

*By the Chairman:*

Q. Do you not think that Mr. Ollivier does as much as Mr. Plaxton of the Department of Justice, who receives \$6,000? Is it because Mr. Plaxton gives these famous rulings to the Civil Service Commission that he is worth so much? I know very well, personally, that Mr. Ollivier does much more work, and that he is much more obliging to any one than Mr. Plaxton is, and he has nothing to do with the Civil Service Commission. Of course, he does not draft these extraordinary rulings such as the ones I have read, to replace the rulings that should have been made by the commission itself. But I do not see why you yourselves should fix the salary of Mr. Plaxton at \$6,000, or perhaps \$7,000. It was done, Mr. Putman, it was done.—A. Yes. But those salaries of advisory counsel happened to be fixed by the governor-in-council and not by the commission.

The CHAIRMAN: Will you please bring me Mr. Plaxton's file? It is upstairs. We will see about that right away.

MR. TOMLINSON: I would like to ask you what you think as to the salaries compared with the duties now performed by Mr. Ollivier in the House of Commons and Mr. O'Connor in the Senate—Mr. Ollivier at \$4,000 and some odd and Mr. O'Connor at \$6,000; do you not think \$6,000 is out of line, according to the duties?

MR. GOLDING: Mr. Chairman, I do not think that is a proper question to ask the witness. He is not taking any stand in this matter for or against the thing. It is a matter over which he has no control, in regard to this \$6,000.

MR. TOMLINSON: Somebody should have some control.

(At the request of the chairman, Mr. Glen took the chair.)



*By the Acting Chairman:*

Q. You do not care to answer that question?—A. I would answer it in this way: I am quite sure that had the commission been dealing with it, they would not have allowed the salary to go out line with that being paid to the law clerk of the House of Commons.

Mr. TOMLINSON: That is what I wanted to have.

*By Mr. MacNeil:*

Q. I did not get that. Would you repeat it?—A. I said that the commission, if they had been dealing with the matter, would not have recommended a salary out of line with that being paid to the law clerk of the House of Commons.

Mr. TOMLINSON: I wanted to find out your opinion.

Mr. MACNEIL: How does Mr. Putman justify the maximum in the case of Dr. Ollivier and that of some of the legal officers in the Department of Justice? Since I have been in the House, I have been impressed by the importance of the position held by Dr. Ollivier. I think that members of all parties will agree that not only is the work of considerable importance with regard to legislation before the House, but that Dr. Ollivier is a man of outstanding ability in his particular position; and as the chairman has stated very often, his assistance with difficult problems has been of tremendous benefit. I am impressed with the importance of his work, and I fail to understand how Mr. Putman justifies a lower maximum for such important work, and still apparently defends the higher salaries in the Department of Justice for men doing work which, in my opinion, is less important.

*By the Acting Chairman:*

Q. Do you say you justify it?—A. I have not defended the salaries in the Department of Justice.

The ACTING CHAIRMAN: He is not justifying that.

The WITNESS: I would say this in connection with the salaries of the Department of Justice: they classified senior advisory counsel at the salary of \$4,200 and up, and that was set in the original classification in 1918-1919; and these increases which have been passed for the positions of senior advisory counsel since that date have not been approved by the Civil Service Commission. They go direct to the governor-in-council.

*By Mr. Mulock:*

Q. How high is up, Mr. Putman?—A. It is up.

Q. What is the limit?—A. I do not know that there is any limit.

*By Mr. Tomlinson:*

Q. Are you sure about that?—A. Well, it depends upon what the governor-in-council provides.

Q. Are these men appointed by the Civil Service Commission?—A. At \$4,200.

Q. At \$4,200. Is it not usual in all other positions to have a maximum?—

A. There were twenty-six or twenty-eight classes in the original classification which were approved by parliament, which had a salary range of so much and up and it was maintained, I do not by whom; it was only within the province of the governor-in-council to make increases to those rates.

—The Chairman resumed the chair.

Mr. TOMLINSON: I am glad to know that.

Mr. GOLDING: In regard to these salaries, Mr. Chairman, I am still of the opinion that it is not within the jurisdiction of this committee to go into matters of salaries at all. But there is one thing I do want to bring to the attention of

[Mr. C. V. Putman.]

this committee, and that is the situation out in the rural ridings, as has been mentioned by Mr. Mulock. For instance, take our own constituency, which is an agricultural constituency, and I can tell you this, that the feeling throughout that riding anyway is that the salaries are away beyond what the country can pay. I want to say this further, that I have been associated with private industry for many years. In that industry there is no such thing as superannuation. If you work there forty years, the last day you punch the clock is the last day you get any pay. There is no such thing as sick leave. If you are absent for a day, you do not get any pay for that day. If you are sick for a week, you do not get paid for it. These people are paying taxes that go to keep up this whole machine; and I for one, as a member of this committee, am not going to be a party to advising increases of salary of any kind.

Mr. MULOCK: I absolutely want to endorse what Mr. Golding has just said. In my opinion, the Civil Service Commission and the senior officials of that service have two particular duties to look after, as far as salaries are concerned. One is to see that the employees in the service are fairly treated in regard to salary; and the other is to see that unreasonable salaries are not paid, because the taxpayer cannot afford it.

The CHAIRMAN: Yes.

Mr. MACNEIL: I seldom advocate extravagance in salaries, but it is sometimes a matter of economy to set a salary range to get the most capable men for certain important positions. In this respect the civil service must compete with other enterprises in Canada; and there are some men who are required in the civil service whom it would be impossible to retain unless they got remuneration at least equivalent to that which they might command if they went into private practice.

The CHAIRMAN: Well, gentlemen, I may bring to your attention one fact. We are accomplishing an arduous task, but it is only an incidental part of our duties. Our most important duty is to pass legislation, and we are here in the House of Commons to legislate. Therefore, the main duty for us is to pass sound legislation. We are here for that purpose. People do not realize it. Most of the people in the country consider mostly what the member of parliament brings to them, or what he does for them—helping them when they are in a mess or getting some money for buildings, for post offices or things like that. But they are only incidentals of minor importance. When an Act of parliament is passed, it affects everybody all over the country. Therefore, the man who is responsible for the good drafting of that legislation, the passing of which is the main part of our duties, holds a most responsible position; because at times probably—I do not know this from personal knowledge—he must have to redraft the bills that are prepared by the law clerks or the other departments, in order to put them in proper form for submission to the House. I am not in favour of abnormal salaries, but in this case I do not blame the government of the day—which was not the one which I support—for having fixed the salary of Mr. O'Connor at \$6,000. There is one more thing that I must tell you. Seeing Mr. O'Connor's salary at \$6,000 and that of Mr. Plaxton at \$6,570 is something. To be fair to Mr. Putman, it is true that the two last increases in salary of Mr. Plaxton have been made by order in council, the first one in July, 1929, and the other one in April, 1935, an increase of \$950, fixing the salary at \$6,570. If Mr. Plaxton in the Department of Justice is busy drafting rulings which replace rulings that the board should themselves make and stand by, I do not see why he should have a salary like that, when Mr. Ollivier is getting over \$2,000 less.

Mr. GLEN: Mr. Chairman, as I understand it, the intention of this discussion is to arrive at some principle upon which salaries shall be fixed within the civil service. I think we have got sufficient evidence now to show that

there is some discrepancy in salaries in the higher grades of these different officers, and that they should be the subject of investigation. But I do submit that, so far as this committee is concerned, we are not in a position to arrive at any decision with regard to the too large payment of salaries to certain officers, because we would have to have the individuals concerned and also those who fixed those salaries in attendance to do so. But we have arrived at the principle that there is some discrepancy that should be rectified. Can we not now just leave this matter, and in our report say that the matter of salaries should be the subject of investigation, and careful investigation, by the Civil Service Commission; and, ultimately, when the salaries are being discussed, as they can be discussed in each year if the standing committee which we propose is appointed, all these matters can be gone into. But in the meantime, it seems to me that at this moment we are just wasting time upon a question about which we can arrive at no conclusion.

Mr. TOMLINSON: I do not see that. I object to your saying we are wasting time. It is not a waste of time to me. I realize as well as some of these other members the viewpoint of the people who have to pay these salaries. I do not consider it a waste of time.

Mr. GLEN: You would not say that this committee is going to fix salaries?

Mr. TOMLINSON: No, no. I am not saying that we should fix salaries at all. I am trying to find out whether—

Mr. GLEN: That is what we are doing.

Mr. TOMLINSON: I am trying to find out whether or not the Civil Service Commission is of value to this country in arriving at a satisfactory salary for the particular duties performed. I find in this particular case that they are of value.

Mr. GLEN: Having had pointed out this morning the discrepancy as between these officers, I take it that all this committee has got to do is say that they think there are discrepancies in the salaries of different officers, and that they should be the matter of an investigation by the authority that can do it, which is the Civil Service Commission. I think that is the recommendation we should make. We have got that information now, and I think anything more is simply a waste of time.

Mr. TOMLINSON: Do not say it is a waste of time.

Mr. MACINNIS: I was just going to say I agree with Mr. Glen,—not necessarily that this is a waste of time, because it will only be a waste of time if we waste time after we have given it all the consideration we can give it and there is nothing further that we can do with it,—that the necessary information should be before the authorities who can deal with the matter, either this committee when it meets again or some other such committee.

The CHAIRMAN: Yes. I thank you, Mr. MacInnis. But the thing was brought up in this way; Mr. Putman, in the first part of his evidence, mentioned classification as being one part of the work of the organization branch; and here is a case where the classification has been done very wrongly. Mr. Glen says that classification should be made again by the Civil Service Commission. If it is made again by the Civil Service Commission, it should be made on other lines. I understand that under the civil service there are some people who are overpaid and others who are underpaid; but there should be a readjustment of salaries all the way through, from A to Z, and we are not empowered to do that. However, it is a good thing to have an example of the thing that has been done wrongly, in order that a recommendation may be brought in to rectify it somehow. I will again ask the members, in due course, to let me have their suggestions, and we will take them all in turn when we discuss the preparation of our report.

[Mr. C. V. Putman.]



Mr. MACINNIS: Showing in that report any discrepancies in salaries.

The CHAIRMAN: Any discrepancies in salary, exactly, between upper and lower positions.

Mr. GLEN: The position I am taking is this: Now having got that, we have all that is necessary. I do not say it is a waste of time up until the point we have reached, but I say we are going to waste time if we are going on investigating these salaries.

The CHAIRMAN: Oh, no.

Mr. TOMLINSON: We are through with it now.

Mr. GLEN: We are apparently not through.

Mr. TOMLINSON: You are still talking about it.

Mr. GLEN: Yes, I am still talking about it because I want the committee to finish this matter now and leave it for a recommendation of this committee.

Some Hon. MEMBERS: Agreed.

The CHAIRMAN: I may forget something at times, gentlemen; and I will ask you to let me have all your suggestions, which we will discuss in turn.

*By Mr. Golding:*

Q. Mr. Putman, I would like to go back to this superannuation matter in the service. What is the arrangement? Suppose a person was in the service for twenty-five years. Is he entitled to superannuation and if so, what percentage of the maximum is he entitled to?—A. They must have served thirty-five years and be sixty-five years of age to ask for superannuation themselves.

Q. I see.—A. But if they have to leave the service through ill health, or because their position is abolished, they may be retired with the number of years service that they are entitled to; that is, if they have had twenty-five years service, they will have twenty-five fiftieths of their salaries paid to them on superannuation.

Q. That is fine. Your answer here was, "I can answer that in this way: the law does not provide any means of retiring a man as you know, before he reaches sixty-five years of age." But in cases where he was not able to carry on efficiently, he could be retired?—A. I explained that in 1932—from 1932 till about 1935 or 1936, there was a considerable number of persons retired.

Q. Yes?—A. Whose services could be dispensed with.

Q. I see. There is another matter that I drew to the attention of the committee sometime ago. I just want to ask you about that, and then so far as I am concerned, I am through. It is in regard to persons, say, who entered the service in the regular way through a regular examination, and who were employed in the service for fifteen or sixteen years, as the case may be. When they leave the service—for instance, to get married—and in the course of a year or two years something happens and they are left, and would be anxious to get back in the service again, there is no provision or no way in which they can get back in the service now, as I understand it?—A. Other than by taking the competitive examination.

Q. Yes; but if they happen to be over thirty-five, there is no way?—A. That is perfectly true. There is no way that they can get back.

Q. You probably know of cases which are deserving, and in which, on compassionate grounds, the commission and the whole of the civil service would be glad to consider re-employing them?—A. Yes. I have known of such cases.

Q. Do you think it would be quite in order, and that it would be the humane thing to do, to try to make the Act so that the commission itself could use some discretion in regard to cases of that sort?—A. If properly safeguarded, yes.

Q If properly safeguarded?—A. Yes; it must be very carefully thought out, though, because there certainly would be cases where it would not be a desirable practice.

Q. Yes, I think you are quite right. I can see that it might be abused. But at the same time I do think that it ought to be possible, where you have exceptional cases—where you know the situation, where you know that the persons themselves are efficient and competent in every way—for them to get back; I think that the commission ought to have some discretion in matters of that kind. I am anxious to have an amendment made that will cover that, if it is possible to do it; and I just wanted to get your viewpoint before you left the witness stand.—A. As I said before, if it is properly safeguarded, I think it would be well.

Mr. GOLDING: Thank you very much.

*By Mr. Mulock:*

Q. Are you familiar with competition number 27741, for a meteorologist, grade 2, carrying the Ph.D. degree?—A. I do not know anything about that.

Q. Who would know? Who would that come under?—A. It would be Mr. Nelson.

The CHAIRMAN: Mr. Mulock has told me that he will be away next week, and it is just as well to decide now what we are going to do. Mr. Cleaver has also told me that he had a question or two to ask Mr. Nelson. I will ask you gentlemen, first of all, if you desire to sit this afternoon as four o'clock. Is that agreeable with you?

Some Hon. MEMBERS: Agreed.

The CHAIRMAN: All right, we will sit this afternoon. Then perhaps, if it is agreeable to you, we can take that up at four o'clock this afternoon, Mr. Mulock.

Mr. MULOCK: All right.

The CHAIRMAN: After we are through with Mr. Putman, we will hear Mr. Nelson, in order to give you and Mr. Cleaver an opportunity to put questions to him.

Mr. CLEAVER: Thank you.

*By Mr. Mulock:*

Q. Who drafts the advertisements?—A. The advertisements are drafted by the examiner on information supplied through the organization branch.

Q. Who is that person that drafts them?—A. One of the examiners. Did you mean who drafts the examination?

Q. Who drafts the advertisement for the examination?—A. The advertisement for the examination, yes; any one of the eight or nine examiners may draft the advertisement.

Q. Would you be good enough to find out who drafted the advertisement for competition 27741, and have the information available for this afternoon's meeting?

Mr. MACINNIS: In regard to sitting this afternoon, Mr. Chairman—Mr. MacNeil and myself do not wish to oppose sitting, but there is certain business coming up in the House in which we are interested, and we will have to absent ourselves from the committee until that business is done.

The CHAIRMAN: Well, I may tell you this, Mr. MacInnis, if you have any objection to the sitting of the committee—

Mr. MACINNIS: We are not making any objection.

The CHAIRMAN: It is just a matter of understanding, for the convenience of members. The only thing that will be done this afternoon will be the reading of qualifications of the members of the organization branch. That is all that will come from me. Members may have other questions.

[Mr. C. V. Putman.]

Mr. DEACHMAN: Are we to go back into the qualifications of these examiners who were appointed, some of them, back in I do not know when—at least, back prior to the previous examination. Are we to go over that again?

The CHAIRMAN: I will tell you this, Mr. Deachman: our mutual friend Mr. Golding told me something very amusing.

Mr. DEACHMAN: Yes?

The CHAIRMAN: Very amusing.

Mr. DEACHMAN: A thing may be amusing, and I am always delighted by amusing things; but is it profitable that the Civil Service Committee should devote its attention to wholly amusing things? We can get plenty of them in any paper.

The CHAIRMAN: What is amusing is not that. It is the humour that is contained in an observation full of common sense.

Mr. DEACHMAN: That is not uncommon.

The CHAIRMAN: It comes from Mr. Golding, and it is good Scotch stuff.

Mr. DEACHMAN: If we are going to go back and examine the qualifications of all these men, it strikes me as being particularly useless, because they were appointed prior to the Civil Service Committee of 1932, and we are just rehashing a lot of old straw. Those conditions do not exist now. Not only has the administration of the civil service changed, not only has the business of examination and qualification altered completely, but even if we did find something that was wrong in the appointment of these men, we cannot very well go back and say to the House of Commons, "These men ought to be changed now because there is something humorous in regard to their appointment."

The CHAIRMAN: Oh, no. The humor is not at all about the appointment of these men.

Mr. DEACHMAN: Why labour the details of the appointments of these men? The question is this: are they now rendering good service? I think the evidence points to the fact that they are. By simply going over the history of their appointments to show that perhaps in some cases favouritism was shown, what do you get? We are looking forward to change in the future—

Mr. CLEAVER: We may benefit by mistakes of the past. If I remember well, at a recent meeting you made some contribution to the humour of the meeting.

Mr. DEACHMAN: Yes. I certainly do not want to say that we should not have touches of humour. There are many that arise that are spontaneous—

Mr. CLEAVER: Even by laymen.

Mr. DEACHMAN: To go forward to a long investigation merely in search of humorous incidents is something wholly outside the duties of the committee. I feel, Mr. Chairman, it is a waste of time to go on with such an investigation.

The CHAIRMAN: Thank you, Mr. Deachman; but I shall answer you seriously, and then I will repeat what Mr. Golding has told me. With regard to evidence we must consider the evidence that is given here. As we are members of parliament we will get it. Suppose there are two room-mates who share the same office in the House of Commons and they expect to be grilled in a probe. They will tell the truth, but they will put it very mildly. That is human nature. Therefore I take the evidence that has been given here with a grain of salt; although I did praise witnesses occasionally for their good evidence. You must consider that. Take your own case. Suppose there are two members of the House of Commons in the same room and they are called as witnesses to be grilled in a probe—grilled is a little strong—and you might say some-



thing about each other, but you will put it mildly. That is human nature; and the personnel of the Civil Service Commission is composed of human beings. That is what I have told you, and I repeat to you again to read, please, the appendix to the reports which are very dry, but which contain the rulings of the Civil Service Commission for 18 years. That is my point. With regard to competence, if a man was engaged in the jewellery business and had some experience in that business, do you think him competent to decide upon the complications of the civil service, of the House of Commons, and many departments? What is important is the educational information at the start. We must know that is the foundation of the qualifications of any man, and the foundation is education, whether he is self-taught, which appears at times, or whether he is educated in universities or somewhere else.

Mr. TOMLINSON: I understand these organizers or investigators are placed in a position where they may be trained by men of experience.

The CHAIRMAN: Yes; but we must see if they are all men of experience, and we will see who is the assistant to another investigator in some cases.

Mr. MACNEIL: I hope you will appreciate the dilemma that some of us are placed in. We may find ourselves in disagreement, as we do in other committees and we may wish to make an effort to iron out these difficulties and reach an effective compromise, so that when the report is made I am anxious not to find myself in disagreement with it or with you or with the other members of the committee. From time to time I have tried to point out I am not in agreement with the examination of the minute details of the records of these officials. I am interested in the work they are performing today. I was very distressed yesterday with the inference that may be drawn from certain evidence, because men rise from humble beginnings and may have performed manual labour in the early stages of their lives, that they may not now be competent by reason of their experience to occupy the positions they hold today. That is not in accordance with the settled policy of that portion of the country in which I live in the west, where they are accustomed to recognize a man who rose from humble beginnings and who may have performed manual labour in his early days.

May I make this point: in these examinations in minute detail of the records of men the tendency has been to emphasize the worst, the most sensational features of that man's record. Action of that kind tends to the loss of confidence in the entire organization of the Civil Service Commission. I do not want to whitewash anything that is wrong; but it will have a serious effect in undermining public confidence in the work of the Civil Service Commission.

If we were to take press reports appearing as a result of this inquiry and spread them on the walls here, we would find they create the impression that this committee is a head-hunting expedition. That is not the intention of this committee. There may be heads that should fall in the basket but we are not particularly concerned with them. There is a proper procedure by which we can deal with officials who are not competent or who are guilty of irregularities in the performance of their duties; and I think we have reached the stage now where we have opened up sufficiently with regard to the private records of private individuals to decide on whether they have performed their duties efficiently and in what respect they may be improved.

Mr. MACINNIS: Mr. Chairman, I wish to associate myself with Mr. Deachman and Mr. MacNeil in this matter, and for this reason: I do not know what the examination of this individual that you mentioned the other evening is going to lead up to. Are we to believe that the purpose is to show that the person, for instance, is now not competent to perform the duties for which he was appointed? If that is the case I do not believe it is the individuals whom we should put on the stand, but the commission. If I understand the situation

[Mr. C. V. Putman.]

aright, the present commission did not appoint that individual. What we should ask the commission is this, "is the person competent to perform the duties for which he was selected in the first place?" I wish to draw attention to the report of 1932, especially paragraph 26 of that report which reads as follows:—

Your committee, being of opinion that the position of commissioner of the Civil Service Commission of Canada calls for very special qualifications, because of the wide powers conferred on such commissioner for the maintenance of the merit system in matters of appointments to and promotions in the civil service of Canada recommends—

- (1) that the present chairman of the Civil Service Commission, who has now passed the age of seventy years, be retired; that, because of his long and meritorious years of service in the public service of Canada and as chairman of the Civil Service Commission of Canada, he be granted a gratuity;
- (2) That Commissioner J. Emile Tremblay be retired; that, because of his twenty-two years of service in the public service of Canada, he be granted a gratuity;
- (3) That Commissioner Newton MacTavish be retired and, in lieu of notice, be granted a gratuity.

Now, this recommendation was acted upon and an entirely new commission was appointed. If we are going to deal with appointments that have been made since this commission came into office and charge this commission with not fulfilling their duties, or being remiss in performing the duties they were appointed to perform, we should have the cases before us that came into the service since the date of appointment in 1932 or 1933. There has been no case placed before the committee to-day since that time, and I believe that it is useless—I would not say a waste of time, but it does not lead anywhere—to deal with cases where appointments were made before the appointment of the new commission.

I was on that committee in 1932. I agreed with these recommendations wholeheartedly, and if to-day in investigating the work of the present commission I found that the same evidence or similar evidence could be brought against the commission that was brought against the commission in 1932 I would vote for the discharge of the present commission and the appointment of a new commission. But there has been nothing brought to the attention of this committee yet that in any way reflects on the work of the Civil Service Commission as it now stands. Let us try to deal with something that is up to date and give this commission, if it is performing its duties as it should, all the assistance that we possibly can; and if it is not performing its duties, let us dismiss it.

The CHAIRMAN: Just a minute. Although I was not on the committee of 1932, I was on the committee of 1934 and I remember that in 1934 one of the recommendations of the committee of 1932 had not been dealt with. I refer to the retirement of Dr. Roche, who was too old in 1932 and was young enough in 1934. Besides that, in the report of the committee of 1932 there is one recommendation that I do not understand. That report recommends the dismissal of two commissioners and a grant of money to be made to them. If they were no good, no gratuity should have been suggested for them; if they were good, they should have been left in office. That is my point of view. I cannot see why we should give a gratuity to anyone when we fire them. It is not a question of firing the commissioners now, it is a question of what is going on now. We talk of the wide power of the board. It is true they have wide power but they cannot exert it; they are rubber stamps most of the time. They cannot do otherwise. I do not blame them for that.

They have too much to do and they cannot scrutinize everything. They cannot read the reports as was said by the Commissioners themselves. Because they cannot do that work they cannot do intelligent work; they just initial papers as a clerk grade 4.

Mr. DEACHMAN: May I ask if the commissioners that were retired in 1932 were engaged for a period of ten years?

The CHAIRMAN: I presume they were. I do not know what the arrangements were. It strikes me they were either satisfactory or unsatisfactory. If they were satisfactory they should have been kept and not given a gratuity; if they were unsatisfactory they should have been fired without a gratuity. I find it very difficult to understand the recommendations of the committee on those lines.

Mr. DEACHMAN: Was there not a contract there? If they were hired for a period of ten years was that not a contract?

The CHAIRMAN: I do not know the position with regard to that. No one is fired without cause, and if there is cause for discharge or dismissal there is no reason for a gratuity.

Mr. DEACHMAN: There is a contract.

The CHAIRMAN: I do not know that there was a contract. They were appointed for life—

*By the Chairman:*

Q. Were they appointed for life?—A. I think for a period of ten years.

Mr. GLEN: Mr. Chairman, I think the committee are going away from the proposition introduced by Mr. Deachman, and it was this. What are we going to do now; are we going to examine all these examiners as to their appointments and qualifications and credentials, or are we going to dismiss them altogether, and with the evidence we now have before the committee make our report? I do not think there is anything of value to the committee in the appointments of these examiners at this moment.

The CHAIRMAN: Investigators.

Mr. GLEN: Investigators, all right. I think we have sufficient evidence now to make recommendations if we want to, and what I do say is that we should not waste any more time upon this matter.

Mr. O'NEILL: What is holding up the proposition now?

Mr. GLEN: I am going to make my statement, too. The chairman has already indicated that we have had evidence, and some of it he does not just take. Well, of course, naturally in all evidence a man might not take all that is said; but I am bound to say this, with an experience of 30 years, I have never seen any witness give such voluminous evidence and so accurate evidence as the witnesses who have been before this committee. I can make that endorsement without reservations; and I say that we are indebted very much to the witnesses for the efforts they have made in order to supply that information. I am going to make another suggestion now. Let us define the procedure we are going to take now. Are we or are we not going to investigate these investigators again? That is the point before us now.

The CHAIRMAN: It has been said by one of the witnesses, who is a commissioner, that the human element must be considered in those who are applying the law. That is a fact. Now, gentlemen, before going further I will tell you what Mr. Golding said to me with a twinkle in his eye. He said, "You know, I am very much surprised at Mr. Deachman objecting to going back twenty years to know about the competence of the investigators when he himself went back to Adam to prove the laziness of men."

[Mr. C. V. Putman.]



Mr. DEACHMAN: May I give a good answer to that?

The CHAIRMAN: Now, gentlemen, I will decide by asking you this question: Those who are ready to proceed with the matter please indicate, and those who are not in favour of it please indicate.

Mr. CLEAVER: Before the vote is called I would like to have the opportunity of saying a word or two. I, unfortunately, have not been able to be present at all of your meetings owing to my having to attend at other committees. Personally I feel very strongly that progress is usually made in this type of work through trial and error. If we can gain anything in the way of experience by reviewing the errors of the past I am quite content that they should be reviewed. I am in this embarrassing position; I do not know enough about the matter under discussion to render an intelligent vote on it.

The CHAIRMAN: Please raise your hands if you are not in favour of continuing with that information.

Mr. TOMLINSON: We have already taken the history of one or two investigators, have we not?

The CHAIRMAN: Yes.

Mr. TOMLINSON: I am in favour of taking them all.

On the vote being taken 5 voted against continuing and 4 voted for continuing.

The CHAIRMAN: Now, gentlemen, I have prepared a summary of these files which will take about two minutes to read. If you have no objection to it, I shall read them.

Mr. DEACHMAN: I object.

The CHAIRMAN: Are you in favour of it?

Mr. DEACHMAN: I oppose it.

Mr. CLEAVER: If the chairman has prepared a summary I do not see any objection to his reading the summary. I would vote that the summary be read.

Mr. GLEN: Before we take the vote may I say this: if the summary is read it will go on record and there will be no opportunity of examining these investigators on it afterwards. In that way we will be just nullifying the vote we have just taken. I think it would be most unfair after we have already decided that we are not going to go further into the investigation if the summary is to be read into the evidence without any reply to it.

Mr. TOMLINSON: I think it most unfair that we should take the history of two investigators and place them on record and then have some of the members of the committee say, we will cut it off right there. I think it is most unfair to the investigators.

Mr. MULOCK: Absolutely unfair.

The CHAIRMAN: I think so.

Mr. TOMLINSON: I think it is unfair to these young men who are interested in this. If we are going to take two we should take them all.

Mr. DEACHMAN: Mr. Chairman, from my point of view we have examined two, and we have gained absolutely nothing from the examination of the two.

Mr. O'NEILL: That also is your point of view.

Mr. DEACHMAN: That is open to question, of course, from my friend's point of view. Now we have a suggestion from some of the members that we go on and examine this in the hope that we may gain something by multiplying five by nothing, or nothing by five, taking nothing five times.

Mr. CLEAVER: Since you have gone to the trouble to prepare the summary I do not see anything wrong in hearing the summary, and if the summary discloses

the fact that there is something of importance that should be gone into I am quite in favour of having it gone into, and I would move that the summary be read.

The CHAIRMAN: If we have no information I am unable to make any report.

Mr. MULOCK: I will second it.

The CHAIRMAN: I will make no report if the information that is necessary to make an intelligent report is not brought out. It is useless to make a report, and no report will be made. Our conclusions are based on facts and we cannot reach a conclusion on one part of the facts.

I am in the hands of the committee; but I will tell you gentlemen that if we cannot bring out the facts about Jackson, for instance, and the way he got into the service and the fact that he was in a garage at the time and he was asked to organize a garage—that was one of the questions in the examination. He was a garage man and they asked him how to run a garage. That was his own question. I could tell you much more about him. If that is not to come out, well, gentlemen, we are good friends, we will remain good friends and I will finish right now.

Mr. DEACHMAN: I want to make this plain.

Mr. CLEAVER: There is a motion before the chair. We are ready for the question.

Mr. TOMLINSON: We have been making investigations in the last week or two into certain examiners and investigators. These men are young men, and I think it would be wrong for the committee to allow these statements to go out to the country out of two or three files and then say, "well the balance of them are fine, we won't investigate them at all." I think that is wrong.

Mr. MULOCK: This matter is so important I think it should be called to the attention of the full committee. Some of the members who are interested in this matter are away, and I think it should be allowed to stand and have the full committee here.

The CHAIRMAN: All right. We will let it stand until Monday.

Mr. MACNEIL: May I direct the attention of the committee to one point. Surely it is the desire of the members of the committee to prepare a final report that we can stand behind on the floor of the House? Surely that is the view of all of us. There is developing criticism. That criticism may be levelled not so much at the report as at the proceedings. If we proceed along the lines of an inquisition or examination of the record of individuals—

The CHAIRMAN: Not an inquisition.

Mr. MACNEIL: I will recall that phrase. It creates an entirely wrong impression. Now, surely we can make some effort to allay that criticism in some manner. There is a sub-committee of the committee that could look into these matters, and I am sure that would be in accord with the wishes of the committee. Some of the evidence has been directed along sensationalism, and that results in bitter controversy. I am trying to make my position clear so that if I am placed at a disadvantage later I reserve the right to state the position I have taken in the committee, and take that position on the floor of the House. I ask the committee not to put any of us in that dilemma. We are trying to find these things out so that if we do get a satisfactory report we can stand behind it with unanimity on the floor of the House.

Mr. TOMLINSON: I will tell you, Mr. Chairman, that you say this individual was a garage man. I understand he is a graduate of the O.A.C.

The CHAIRMAN: Yes, but he was in a garage for a while.

Mr. TOMLINSON: Surely—

[Mr. C. V. Putman.]

The CHAIRMAN: They asked him questions about the organization of a garage, how many gallons of gasoline and oil and so on, and it is all there on the record. I took the trouble to go through these files to facilitate your work and not to impose on you at all.

Mr. DEACHMAN: I appreciate that.

The CHAIRMAN: I did the work for which counsel on other committees would charge \$150 or \$200 a day, and I did it just to facilitate your work. I have been through the files and I know they are there. At times I may make a slip or a mistake, but I correct it at once. I do not want to be unfair to anyone here. We have to report to the House and the House is entitled to take cognizance of the evidence rendered here and that is why it would not be right to bring these matters before the subcommittee when the House does not know about the evidence given here. I have nobody to protect and I am not against anybody in this matter. What I want is to try to separate the wheat from the chaff, to thresh the wheat and show who are the best and who are not so good and who try to pull the strings in the dark. I want to throw that into the light in order that it may not be done in the future and in order to stop favouritism and in order to teach the civil servants that when they try again to pull the strings they will be exposed in a parliamentary committee of the House of Commons. That is my humble point of view, gentlemen.

Mr. GOLDING: Mr. Chairman, since you have gone to the trouble of preparing this summary I submit that you should go on and present your summary to the committee. You have told us it will not take very long. We have spent more time now arguing this thing than we should have if we had heard your summary, and it will continue if we keep on arguing in this way. We should not get angry or annoyed about this matter. We should take it quietly, coolly and calmly. It is an important matter and as far as I am concerned, I would be in favour of your going ahead and reading your summary of your investigation.

Mr. TOMLINSON: Go ahead.

The CHAIRMAN: I do not want to impose on you, gentlemen.

Mr. GLEN: There is a question before the committee now, and I am going to put it to you straight. If in the reading of your summary one of the investigators says that the summary as given by you does not follow simply all the facts of his appointment, the only method by which that can be controverted is by him going into the witness box. We have already decided by a vote of the committee that that shall not happen, and yet he will be deprived of the opportunity of contradicting or controverting any statement made in the summary.

Mr. MULOCK: Not by my vote.

Mr. TOMLINSON: Not by my vote, anyway.

Mr. GLEN: The committee, by a majority of one, decided.

Mr. TOMLINSON: It was not unanimous.

Mr. MACINNIS: Mr. Chairman, in this committee, as in the House of Commons, we decide things by a majority vote. When any question comes up that the committee feels that we should vote on the majority of the committee decides as to how we shall deal with the matter. Now the committee has decided that it does not want to hear these investigators.

Mr. GOLDING: Examination of the files.

Mr. MACINNIS: No; we decided we did not want to proceed with the examination of the files of the investigators. I am in accord with Mr. Glen, that if the summary is read then you have opened the thing wide, because the investigator has the right to demand to be put on the witness stand and questioned in regard to it or to give his own evidence.



I think we are all here to carry on the work of this committee. We appreciate the work the chairman has done. I am satisfied he has done more work than anyone here in bringing out evidence. The report will ultimately reflect his work; but if the committee decides that it does not want to go any further in that direction by a majority vote I think it is not in order to say that if it is not done then nothing else will be done. You cannot carry on the work of a committee in that way; and I suggest now that cognizance be taken of the fact that the committee has decided by a majority vote not to go on with this, and we cease to discuss it.

Mr. CLEAVER: Mr. Chairman, as the mover of the resolution which is now before the chair, namely a resolution that your summary should be read in respect to these matters, I would like to urge that the resolution or motion is in order.

Mr. MULOCK: I second it.

The CHAIRMAN: I thank you.

Mr. CLEAVER: My contention is that that reading of this summary will disclose, I hope, to the members of this committee, the fact as to whether we will gain any useful information from going into the matter; and that is why I moved the motion. Now, I do not think that any member of this committee has the right to presuppose that the chairman of this committee will exceed his proper position, will exceed his jurisdiction, and will read in his summary anything that is improper, anything which the files do not disclose. I am pressing that the resolution or motion should be put, Mr. Chairman.

The CHAIRMAN: I thank you very much, Mr. Cleaver. But if we are not to continue with the facts, it is useless to read that short summary, in which I have indicated the education of each of the members of the investigating organization branch. Moreover, I will tell you gentlemen that for positions in the Department of Agriculture, from A to M, there were different kinds of notices of advertisements, which were drafted by Mr. Jackson in different ways. Those are serious matters; they are most important, and Mr. Bland told me himself that it was pretty bad. If you will not look into that, I am through with it. I tell you I am through with it.

Mr. BLAND: I cannot agree with that statement, Mr. Chairman, that it was pretty bad. I gave you the information in as complete a form as I could give it to you, in accordance with the request you made to me. If I may be permitted to make the statement, I think it would be good business if Mr. Jackson himself should be called to the stand.

Mr. TOMLINSON: I think so.

The CHAIRMAN: You told me in my room, Mr. Bland, that it looked very bad. Those were your words.

Mr. CLEAVER: Mr. Chairman, this committee at its last session, if I understood it correctly, decided that Mr. Jackson was to be called. At this meeting the committee decided otherwise. If this matter is to turn on a legal technicality, if my motion is to be ruled out because the matter has already been decided, and if we cannot alter that or cannot do it in any way at this session of the committee, I am quite prepared to examine the witness who is now in the box, and to continue my examination until this committee rises. Then at the next session of the committee my motion will be perfectly in order. I do not want to put the committee to the pain of having to listen to the examination of the witness for half an hour in order to achieve a proper end, and I am going to ask my friend to withdraw his objection to it. If he does not, I am quite prepared to continue the examination of the witness until one o'clock.

[Mr. C. V. Putman.]

Mr. GOLDING: Mr. Chairman, in regard to the motion that was made here some time ago, my idea was that we were not going to go into all these files. We are here to examine into the operations of the Civil Service Act; and I do not believe that there is one member of this committee but who is anxious to get all the information, is anxious to know how the thing is being operated, and if there are any flaws in it, is anxious to correct them. If there has been something that has not been regular and right, it should be brought to the attention of the committee. When we voted not to go into all those files, that does not mean,—or did not mean in my mind—that we could not call some witnesses here if something had not been done regularly and in order, and there was something that reflected on the working of the commission. That is what we want to try to improve; and the commission itself will be glad—I know they will—for the committee to make any recommendations where the service can be improved. I have confidence in this committee, and I have confidence in these gentlemen who have given evidence. But I think if there is something which is not regular, surely we should have it.

Mr. MULOCK: Might I say one word there? In the time that we have taken up discussing whether we are going to go through these cases or not, we could have dealt with a lot of them and had them out of the way. Before I sit down, I want to ask Mr. Putman a question. I want to draw his attention to competition number 27748, meteorological assistant, grade 1, for vacancies issued May 25, 1938.

Mr. CLEAVER: May I interrupt, and ask for a ruling?

Mr. MULOCK: I would like to ask him to compare that with competition number 26417, clerk, grade 2, meteorological assistant, time limit June 10, 1937.

Mr. CLEAVER: Might I have a ruling as to whether or not my motion is in order. If it is in order, I would like to have it put.

The CHAIRMAN: I want you gentlemen to act in agreement.

Mr. TOMLINSON: Question.

The CHAIRMAN: You are afraid of the size of this pile of files?

Mr. TOMLINSON: Frightened to death.

The CHAIRMAN: We are through with Mr. Putman's file. There is Mr. Gilchrist; he is his assistant.

*By the Chairman:*

Q. Six months ago, Mr. Putman, you recommended Mr. Jackson as acting chief investigator, did you not?—A. Mr. Gilchrist, yes; not Mr. Jackson.

Q. You did not recommend Mr. Jackson?—A. No.

Q. You recommended Mr. Gilchrist who is now acting chief?—A. Yes.

The CHAIRMAN: Here is Mr. Gilchrist's summary of experience and so on, on a couple of sheets of paper; and it looks much larger because there are six copies. We had Mr. Medland the other day.

Mr. CLEAVER: Question.

The CHAIRMAN: Mr. Cole—we had him the other day; and there is Mr. Boutin and Mr. Jackson; Mr. Jackson's is a little larger than the others. Then there is Mr. Hawkins and that might take ten minutes. Then there is Mr. Whitfield; and afterwards there was one other, Mr. "H", taken up yesterday. That is all. What we have done in half an hour is more than what is left to be done. You need not be frightened by the size of the files that pile up. I am not going to have them all read. I am not going to impose that on you. I went through all of them, which was a very unpleasant and very arduous task. But I went through all of them. Why? Just in order to save you work.

Mr. TOMLINSON: Go ahead.

The CHAIRMAN: What I am after is truth. I want truth, and I want facts.

Mr. MACINNIS: In order to regularize what we are doing, may I say I have changed my mind; I voted with the majority in the other case, and I think I am in order in moving that we reconsider the vote not to hear any further witnesses.

Mr. MULOCK: I will second it.

The CHAIRMAN: Thank you. That is all right.

Mr. CLEAVER: Now, I move that the summary be read.

The CHAIRMAN: No, not to read all the facts.

Mr. CLEAVER: No.

Mr. MACINNIS: Put the vote.

The CHAIRMAN: I want to give you an explanation. In some cases there is just a copy of the first sheet that is on the file, and in some cases we have to go a little further in order to know how someone got into the service.

Mr. TOMLINSON: Question.

The CHAIRMAN: I find it important. There is nothing private, and we must have proper information.

Mr. TOMLINSON: Absolutely.

Mr. CLEAVER: Question.

Mr. MACINNIS: I move the reconsideration of the vote.

The CHAIRMAN: All right. Those who are in favour of reconsidering the decision please raise their hands.

Mr. GLEN: What is this vote on? What are we voting on?

Mr. DEACHMAN: On rescinding the decision that we made, that there should be no further examination of the file.

On show of hands, motion carried 7 to 3.

The CHAIRMAN: All right, we will go on with that, and it will be very short.

*By the Chairman:*

Q. Mr. Gilchrist is your acting organizer of the organization branch?—  
A. Yes.

Q. For how long has he been such?—A. From some time in November.

Q. Mr. Putman, will you please read the first page of the resumé of Mr. Gilchrist's education, experience and so forth?—A. Yes. It reads as follows:—

*G. H. Gilchrist, Assistant Chief, Organization Branch.*

Attended McGill University 1909-1912 and 1913-1915;  
Graduated 1915;

Enlisted March 1915, Private 24th Battalion C.E.F.;

Served in France September 15, 1915, to October 8, 1918;

Awarded Military Cross June, 1917;

Wounded October 8, 1918;

Returned to Canada January, 1919;

Demobilized May, 1919.

Q. Just a minute there. Mr. Gilchrist was at the time a young civil engineer who enlisted and who had a very good war service record, as evidenced by the fact that he was awarded the military cross?—A. He was a mining engineer.

Q. He was wounded?—A. He was a mining engineer, not a civil engineer.

Q. Thank you; he was a mining engineer?—A. Yes.

Q. With a very fine record of military service?—A. Yes.

[Mr. C. V. Putman.]



Q. That is all right. Will you go on, please?—A. Yes. Continuing:—

Entered competition 652 for investigator, July, 1919;

Successful, 3rd out of 30 candidates;

Only F. G. Bird the 1st O.A.S. candidate was appointed;

G. H. Gilchrist was the second O.A.S. candidate and 3rd of all candidates;

Was given a temporary appointment as junior investigator at \$125 per month, 17th March, 1920;

Entered competition number 929 for investigator, August, 1920;

Placed 2nd on eligible list; 52 applicants;

Temporary employment as investigator at \$1,980, 1st September, 1920;

Permanent appointment as investigator, 1st January, 1921;

NOTE: Was successful in two competitions, 3rd in No. 652, 2nd in No. 929.

Entered competition No. 1888 for senior investigator, January, 1921, passed 3rd in written examination with 72 per cent, 28 candidates;

Was rated below pass mark on education and experience and was shown as unsuccessful. No appointment made from this competition;

Promoted to senior investigator 1st April, 1923;

Promoted to principal investigator, 1st November, 1929 (vice F. G. Bird, resigned);

Title changed to assistant chief, organization branch, November 18, 1929. (The original title of this position of principal investigator was assistant chief, organization branch.)

Q. Now, will you please read his previous occupations?

*By Mr. Boulanger:*

Q. All the competitions you mentioned were public competitions?—A. Yes, public competitions.

*By the Chairman:*

Q. Please read the occupations?—A. Just the experience?

Q. The previous occupations?—A. This is on his application form.

Q. What is the date of this application form?

Mr. MULOCK: He was a Bachelor of Science?

The CHAIRMAN: Yes.

The WITNESS: I do not know. I do not believe there is a date on this.

*By the Chairman:*

Q. Will you please read it just the same. It is in Mr. Gilchrist's handwriting?—A. Yes.

Q. Would you please read it?—A. All right. It reads:—

Previous Occupations:

Geological survey and geodetic survey, temporary during summer months; Geo. M. Mason Limited, Ottawa, four months; Granby Mining Company, B.C., 5 months. Various mines in Montana, 8 months. Hollinger Mine, Timmins, Ontario, 4 months, vacations only. Since graduating have been overseas four years in Canadian Expeditionary Force. Eight months employed by Bate McMahon Company, contractors, Ottawa. Left to take temporary position in organization branch, Civil Service Commission.

Q. Yes. I want you to understand that my desire is not to crucify anyone. Personally, I have the greatest respect for Mr. Gilchrist. He was not always successful at his examinations, which is of no consequence at all, because I find that some questions which are asked are absolutely foolish. But he is a good man, and he is doing very well there. Mr. Gilchrist is a good man.—A. Mr. Chairman, I want to correct one statement that you made—that he had not passed all the examinations. He passed all the written examinations.

Q. Yes?—A. And he was ruled out of a competition which was never completed, in which in my opinion, had it been completed, he would have been the successful candidate.

Q. I am glad to hear you say that; because personally I have never met Mr. Gilchrist, but I know him by his work, which is excellent. I am glad to praise him, as I have praised Miss Saunders and Miss Inglis, who have suffered from unfair treatment from the Civil Service Commission, and others who are doing very well. I am glad to give praise to them when I honestly and conscientiously think that praise is due. What I want to do is to sift the wheat from the chaff.

*By Mr. MacNeil:*

Q. May I ask, Mr. Putman, is it not true that at the time of this competition, which you say was incomplete, Mr. Gilchrist, being a seriously disabled ex-service man, was at a great disadvantage at that particular time because of his disability?—A. No; I do not think that at that time that could be stated.

*By Mr. Tomlinson:*

Q. Why was he ruled out? What do you mean by that?—A. He was not ruled out. It was that his rating on education and experience was not given a pass mark. While it never was completed, in my opinion had it been completed, and had it been re-examined, he would have been given a pass mark, because he fulfilled all the necessary qualifications of the advertisement.

Q. He certainly had a splendid education?—A. Yes.

*By Mr. Boulanger:*

Q. He is a graduate in mining engineering?—A. Yes.

*By Mr. Tomlinson:*

Q. He had a splendid education. Why would he be ruled out?—A. That is exactly what I say; I do not know.

*By Mr. Boulanger:*

Q. He took the whole full mining course at McGill?—A. Yes.

Q. And yet he was ruled out on account of education. I cannot understand it.

The CHAIRMAN: It is incredible.

Mr. CLEAVER: I have a question or two I would like to ask this witness, if I may.

Mr. GREEN: On this point?

Mr. CLEAVER: No. But this material—this report which we have before us, Mr. Chairman, indicates to me that there is either something faulty in the keeping of the records of the Civil Service Commission or there is something faulty in the holding of the examination. I think we should clear it up, find out what is wrong with the system, and endeavour to see that it is corrected. I have had complaints of candidates making as high as 90 marks in a written examination, but being ruled out through an oral examination. I think that is a very important point, and it should be cleared up. We should get to the bottom of it and see that this bad practice is corrected.

[Mr. C. V. Putman.]

The CHAIRMAN: Will you please ask Mr. Putman about that?

Mr. CLEAVER: Yes, I will, if I am permitted to.

*By Mr. Cleaver:*

Q. Now, Mr. Putman, I am referring to the first sheet which you read where it says "was rated below pass mark on education and experience and was shown as unsuccessful." It is quite obvious to you, I think, from the past record that you read, that Mr. Gilchrist was amply qualified from an educational standpoint. He was a university graduate. What type of examination was that one referred to, which I have just read? Was it an oral or written examination?—A. This was—he had passed the written part of his examination.

Q. Yes?—A. The examination was in three parts, a written examination, a rating on education and experience, and an oral examination.

Q. Please do not go too fast. You say a rating on education and experience?—A. Yes.

Q. Was it an oral or written examination?—A. Well, that would be taken from the evidence which he sent in with his application—on information supplied by himself.

Q. On information supplied on his own application form?—A. Yes.

Q. Who gave that rating?—A. That is something that I cannot answer. I have had nothing to do with the examination.

Q. Does it not seem to you a monstrous thing that, where a man who has written an examination set by the Civil Service Commission and passed it with flying colours, it should be possible for someone to come along and say that he was not qualified from an educational standpoint?—A. Here is the situation—

Q. He is a university graduate?—A. —that competition was never completed, I say.

Q. I know, but it was sufficiently completed to get on the files of the Civil Service Commission; and it is something that should never have got there. I would like to have that cleared up?—A. I am afraid I cannot do it.

Q. Can you tell us who passed in that report that he was not qualified from an educational standpoint?—A. I cannot tell you who without looking it up. I do not know.

Q. I am going to insist that it should be looked up and cleared up.

The CHAIRMAN: I have the file upstairs, of his examination. It will take a minute to get it.

*By Mr. Cleaver:*

Q. Why would a report of that kind get on the records of the Civil Service Commission if the examination was not completed, as you say it was not completed?—A. Well, when an examination is not completed—when it is decided to abandon the competition, all action in connection with the competition would be abandoned.

Q. Yes; and why should a black mark get against a candidate?

Mr. BOULANGER: Written in a record of the commission.

Mr. MULOCK: Why is it he is shown as unsuccessful?

Mr. O'NEILL: He is shown here "Was rated below pass mark on education and experience."

Mr. MULOCK: And on the second page "And was shown unsuccessful."

*By Mr. Tomlinson:*

Q. Were you chief of the organization branch then?—A. I was acting chief of the organization branch at this time.

Q. Did this thing go through your hands?—A. No. I had nothing to do with the competition.



*By Mr. Cleaver:*

Q. Can you tell me why the competition was not completed?—A. Why it was not completed?

Q. Yes?—A. No, I cannot tell you that.

The CHAIRMAN: It was decided by Mr. Dixon of the Griffenhagens.

*By Mr. MacInnis:*

Q. Mr. Putman, is not the only reason that this appears in his file to be found in the fact that everything pertaining to the individual appears in his file?—A. Yes, that is right.

Mr. CLEAVER: Mr. MacInnis, why should it appear on his file that he was an unsuccessful candidate at an examination which was never completed? That is most unfair. There is something wrong with the system, and I think we should ask Mr. Putman to be good enough to look up the information.

The CHAIRMAN: I have the file upstairs. The assistant clerk has gone up to bring it down. It will take one minute for Mr. Putman to answer you right away.

Mr. CLEAVER: Thank you.

*By Mr. Boulanger:*

Q. Is it the custom to mention in the record of a man something about an examination which was never completed?—A. I would say if he had not been an employee of the Civil Service Commission that it probably would never have gotten on his file at all.

Q. An examination which is not finished does not mean anything?—A. No.

Q. And it should not go on the record?—A. As a matter of fact—

Mr. CLEAVER: It says here, "Was rated below pass mark." How on earth could he be rated if the examination was not completed?

Mr. MULOCK: On page 2, where it shows the examination report, it says in competition 1888, "was shown as unsuccessful."

Mr. CLEAVER: Yes.

The CHAIRMAN: That is unfair.

Mr. GREEN: Mr. Chairman, I think if there has been anything wrong done here, it surely should be righted. Here is a man who enlisted in the army, and who won distinction in the field, being awarded the military cross; then it is decided that he has not had experience—and a university graduate at that.

The CHAIRMAN: You see, gentlemen, here is the file. I did not bring it down myself. I was afraid it would frighten you, it is so big.

Mr. MACINNIS: Perhaps Mr. Bland could throw some light on this.

The CHAIRMAN: No; Mr. Putman was in the organization branch at the time as acting chief.

*By the Chairman:*

Q. Just before you answer, Mr. Putman, I want to know if your chief was not Mr. Dixon of the Griffenhagens at the time?—A. No, not at that time. Mr. Dixon was chief of the organization branch from some time in August, 1918, until the 1st of March or the 31st of March, 1919, and I was appointed acting chief of the organization branch from that date.

Q. Therefore you were chief of the bureau at the time?—A. Yes.

Q. Yes, that is all right. Mr. Putman was the chief. He is in a better position than anyone to answer.—A. That competition is not on either of these files. This is the 1920 and 1919 one.

[Mr. C. V. Putman.]

The CHAIRMAN: I asked for the complete files. Therefore the commission did not send the complete files.

Mr. CLEAVER: That matter can stand over; but I am going to insist on it being cleared up. I have not always been able to agree with Mr. Gilchrist's rulings, but we certainly should be fair to him, and this should be deleted from his record. We should find out where the error occurred, and we should amend the rules of the commission so that it cannot occur again.

The WITNESS: I am wrong, Mr. Chairman. I have it now.

The CHAIRMAN: That is all right. Listen to this, gentlemen.

The WITNESS: I have to refer to two or three papers here to get Mr. Gilchrist's number on the rolls.

Mr. TOMLINSON: Do not rush it.

The WITNESS: The paper on practical questions was rated by a man by the name of W. E. Mosher.

*By Mr. Cleaver:*

Q. I understood you to say, Mr. Putman, that this ruling appears on the file because of the fact that somebody in the Civil Service Commission went over this applicant's application paper?—A. Now, I am coming to that.

Q. Yes?—A. I have dealt with the first part of the examination.

*By the Chairman:*

Q. Who was Mosher, Mr. Putman?—A. He is an industrial engineer, president of the school—Mr. Bland probably can tell you the name of the school.

Q. It must be the school of general knowledge, because he does not consider McGill University.

Mr. BLAND: Mr. Chairman, may I make a statement?

The CHAIRMAN: Yes.

Mr. BLAND: Dr. Mosher is head of the school of public administration in Syracuse University. At that time he was not.

The CHAIRMAN: He was one of the Griffenhagens?

Mr. BLAND: I do not know that.

The WITNESS: No, he was not a member of the Griffenhagen firm. He was attached to some university or some public body in the United States at that time.

The CHAIRMAN: Have they taken his degree from him?

Mr. CLEAVER: This may help. It is competition number 1888.

The WITNESS: Yes, I have that.

The CHAIRMAN: Gentlemen, I must tell you that I know and appreciate your sense of justice.

The WITNESS: The rating on education and experience, examiner's report on the papers *re* education and experience—

*By Mr. Cleaver:*

Q. On papers? Does that refer to his application or to the written examination?—A. I would presume that there had been a special questionnaire sent out, and the candidates asked for their education and experience, and that this was forwarded to George H. Ross, who was then financial comptroller of the city of Toronto; that rating was 37.5 per cent. On his education, the notes read: Under education—"good, up to standard"; under experience—"limited to one line and therefore of doubtful value." He did not question his education. He questioned his experience.

*By Mr. Cleaver:*

Q. Might I see that?—A. Yes.

Q. Might I see the printed or mimeographed instructions to the examiner issued by the commission in regard to this examination?—A. I do not know whether it is on there.

Q. It is perfectly obvious that we cannot get anywhere without having that before us, because if you set up qualifications that the man shall be able to lay a thousand brick an hour or some other qualification that had nothing to do with the position—

The CHAIRMAN: Or cross Niagara Falls on a rope.

The WITNESS: Here it is here.

The CHAIRMAN: The gentleman from Syracuse was no Archimedes. What I want to tell you at the moment is that I know your profound sense of justice and fair play; I knew enough of it to have been sure for a long time, when I looked into that file, that what happened right now would happen, and that you would have been struck by the unfairness shown to Gilchrist on that occasion. I knew that.

Mr. CLEAVER: You see, Mr. Chairman, as I understood first, the reason the unsuccessful rating was given was that the examination had not been completed. Now I have a decidedly different answer, that the reason is that the examination was completed and the rating was received.

The WITNESS: No, the examination was not completed.

Mr. CLEAVER: Well, I understood it was.

The WITNESS: Only two parts of it, the practical questions and the education and experience. The oral interview had not been yet held.

Mr. CLEAVER: I understood the specially appointed examiner, Mr. Ross of Toronto, reported 37 per cent.

The CHAIRMAN: You know that the business experience of one of your men was part of the time in the jewelry business.

The WITNESS: There are the questions that were asked of the candidate on which the ratings on educational experience were made. (Indicating.)

Mr. CLEAVER: Yes; but where are the printed qualifications? Mr. Chairman, I am now supplied by Mr. Putman with a printed list, No. 72, which purports to indicate the educational requirements. Part of it is worn away and the rest is in so small a type that it would be almost impossible to read it without a magnifying glass. I shall have to ask for an adjournment on my question.

The CHAIRMAN: 4 o'clock this afternoon.

The committee adjourned at 1.05 to meet again at 4 o'clock this afternoon.

## AFTERNOON SITTING

C. V. PUTMAN, recalled.

The CHAIRMAN: Mr. Putman has just handed me a certificate from the University of London, England, and another certificate of the East London College, University of London, England, regarding Mr. Medland whose educational qualifications were questioned the other day.

*By the Chairman:*

Q. Will you please tell me when you were given first knowledge of these papers, Mr. Putman?—A. I got them from Mr. Medland a few minutes ago.

[Mr. C. V. Putman.]



Q. Did you see them before?—A. I never saw them until then.

Q. Therefore my questioning gave you the opportunity to confirm what was tabled by Mr. Medland in his application?—A. Perfectly true.

Q. Will you please read these papers, Mr. Putman?—A.

“EAST LONDON COLLEGE, UNIVERSITY OF LONDON.

DEAR MR. MEDLAND,—I have your letter of November 9th. I remember you as a student of the College, but I am sorry to say the records here are not sufficient to give you a certificate of the nature you request.

You passed the London Matriculation in June, 1905; you were registered as an internal student of the University of London on the 3rd of November, 1905; you passed the Intermediate Science Examination in 1907. I am sorry that we have no record as to the subjects which you took in the Matriculation Examination. You apparently took Chemistry, Physics, Pure and Applied Mathematics in the Intermediate Examination. My predecessor did not record what subjects you were taking for the Final Course which you abandoned in December, 1907.

If you want certificates as to your Matriculation and Intermediate Science Examinations, the former can be obtained on application to the External Registrar, University of London, S.W. 7. and the latter from the Internal Registrar. You should state the years that you passed the Examinations.

With kind regards,

Yours sincerely,

(Signed) E. J. WIGNALL,

*Registrar.”*

The next is:

“1772.

UNIVERSITY OF LONDON

SOUTH KENSINGTON, S.W.7., 3rd February, 1922.

*To whom it may concern:*

SIR,—In compliance with the request for particulars of the Matriculation Examination in this University of Mr. Cecil Ray Medland, I have the honour to state that he has passed that examination in June 1905, satisfying the examiners in: English, Mathematics, Chemistry, French, and Electricity and Magnetism.

I am, Sir,

Your obedient servant,

(Signed) Geo. F. GOODCHILD,

*External Registrar.”*

Then, the third one is:

UNIVERSITY OF LONDON,

SOUTH KENSINGTON, S. W. 7.

7 February, 1932.

*To whom it may concern:*

At the request of Mr. Cecil Ray Medland, I have to state that he passed Intermediate Examination in Science as an Internal student of this University in 1907. The subjects which Mr. Medland took for the Intermediate Examination were Chemistry, Physics, Pure Mathematics and Applied Mathematics.

(Signed) EDWIN DELLER,

*Academic Registrar.*

The CHAIRMAN: I am perfectly satisfied with the confirmation of what Mr. Medland has stated, and for your information, gentlemen, I will draw your attention to the chart, which is published in No. 15 showing the organization establishment of the Civil Service Commission, February, 1938. Mr. Medland was given as 49 years old, and therefore in 1905 he was 33 years younger, or 16 or 17 years old at the most. After that he went to two banks. I am showing you gentlemen, that we are not torturing anybody. We want information, and we are setting an example to the Civil Service Commission. In fact, gentlemen, I must remind you that none of the commissioners had seen these summaries of the rulings of the Civil Service Commission that we have published as an appendix to our report; and yesterday one of the commissioners told me that he had learned a lot since he has been attending our sittings. If the commissioners have learned, well, you have learned nothing, because you knew that before. But on the other hand we have taught something to the commissioners. I have another observation to make before we proceed with the witness.

I had to get some papers in my room the other day and during that period, Colonel Mulock took the chair and he did it very ably. As I am quoted in this dialogue that I have here, I thought I should read it. It reads as follows:—

Mr. MULOCK: Did I understand you to say that the ministers and deputy ministers were lazy?

Mr. DEACHMAN: I will give you an example.

Mr. GOLDING: Sure.

The CHAIRMAN: —

That should be the acting chairman.

The CHAIRMAN: If that is so they won't work. They must have a certain amount of time for planning. Do you think the ministers and deputy ministers have the time to be lazy?

Mr. DEACHMAN: They must be lazy in order to do their jobs.

The WITNESS: I do not know about the lazy ones. I do know about types of executives who work and work all the time, but who do nothing but executive work; and then, there are those who try to carry all the problems of the department right on their own desk.

Mr. GOLDING: But don't forget that Mr. Deachman's statement was that we have got to have lazy deputy ministers and chiefs—

Mr. DEACHMAN: Delaine of the London Times, of whom it was said that he never wrote an editorial in his life, was recognized as a very able manager. The fact that he did not do any of the actual work himself did not mean that Delaine was not an efficient man.

The CHAIRMAN: We are supposed to live in our time.

The word "chairman" in all these quotations should be replaced by "the acting chairman." I believe the statement about the laziness of the ministers and their deputies is most unfair; and it is unfair to put everybody in the same bag. Of course, there may be lazy ministers at times and there may be some lazy deputies; but to say that all ministers and all deputies are lazy, well, it shows that the definition of laziness and lazy in the dictionary is all wrong.

Mr. DEACHMAN: Mr. Chairman, of these remarks I am assuming that you are taking a somewhat humorous interpretation.

The CHAIRMAN: Well, Mr. Deachman, if there is one to object to humour, it is you, and therefore you cannot be humorous in what you say.

Mr. DEACHMAN: I know—

The CHAIRMAN: I take my job very seriously and I won't stand for any lesson from you or anybody else. All the lessons I take are from God in heaven, and in this committee I will take no lessons from you or from anybody else.

[Mr. C. V. Putman.]

I will accept suggestions from anyone; but I will not listen to anyone who speaks to me in a dictatorial tone. If you have suggestions to make, make them and you will be listened to.

Mr. DEACHMAN: Mr. Chairman, with all due deference to the chairman, I object to the language which he is now using, and with perfect frankness and quite calmly I say to him that the language he is using is uncalled for and unworthy of the chairman in his position and should not be used to me or any other member of this committee.

The CHAIRMAN: Mr. Deachman, I treated you politely, and you have tried to stop the evidence at every opportunity, and I tell you so very bluntly in plain language. If we had done what you wanted we would have no evidence at all before this committee.

Mr. DEACHMAN: That statement—

The CHAIRMAN: I will tell you that, and you will remember that when you go to your constituents, as they will put the question to you when you speak to them otherwise than over the radio.

Mr. DEACHMAN: This outburst is wholly uncalled for, and because it comes from the fact that I asked that the evidence should bear direct relationship to the question under discussion. We are striving, I take it, to have a commission which will be the best for the civil service and will be the best for the country. If the chairman assumes that you can do that by going back and raking into the past, a period in which we have no particular interest because the commission has changed since that date, then I differ from the chairman. Heretofore I had assumed that I might differ and might discuss the issues with fairness; but now he gives that outburst of temper which is uncalled for in references to me which are unworthy of him. There can be frankness in discussion; there can be fairness in criticism; there can be rational differences; but these differences are impossible if, when the differences occur, we have to be lectured by the chair and addressed as if we had no rights and no responsibilities in connection with this commission. I resent it because it is unfair; I resent it more because it is unworthy of the chairman who sits in the position of chairman and therefore should treat these matters with fairness and decency to the other members of the committee.

The CHAIRMAN: You have been lecturing since the beginning, Mr. Deachman.

Mr. DEACHMAN: I answered a lecture.

The CHAIRMAN: No; I did not say a word to you since the beginning. You have been lecturing everybody, the chairman and your brother colleagues. You have been lecturing Mr. Tomlinson, making calculations that five times nothing is nothing, and you have been lecturing everybody. You have a general censorship about everything. Now, Mr. Deachman—

Mr. DEACHMAN: I suggest you withdraw that statement.

The CHAIRMAN: I am going to withdraw nothing. If you are going to continue lectures as you have since the beginning of this committee, the committee will sit until September next.

Mr. DEACHMAN: The fact that I challenged conduct of yours this morning—I considered that that conduct was unfair. I challenged the decision of yours in regard to going on with a certain phase of investigation this morning.

The CHAIRMAN: You challenged it by telling another member to get up. You did not get up yourself. You told him to get up. I heard you from the chair.

Mr. DEACHMAN: I introduced the discussion this morning surely. I suggested that there was a better rule of conduct, and then when that was discussed instead of now discussing the rule of conduct you come back with a



vitriolic attack upon me. I ask if that is fair, if that is reasonable? If in your opinion that is fair, go on with it. I have asked you to withdraw these accusations.

The CHAIRMAN: I will withdraw nothing.

Mr. DEACHMAN: All right. This leads me to state that you are showing by your conduct that you are unwilling to treat others with the courtesy that others treat you.

The CHAIRMAN: Everything is objected to by you in this committee, and I have not said anything to you until now; but there must be an end to it. Every time we do something it is always wrong, and we have no right to get certain evidence, and if we do get it it will hurt somebody or somebody would not know anything at all about it, and up to now I have said nothing.

Mr. DEACHMAN: I have not said anything—

The CHAIRMAN: This morning you were most unfair to Mr. Tomlinson, who is a brother colleague of yours and whose constituency is a neighbour of yours.

Mr. DEACHMAN: I leave it to his judgment rather than yours.

The CHAIRMAN: You compared all the members who voted on one side with nonentities. You said five times nought is nothing. You said that this morning, and I resented that very much. You cannot tell me anything. I do not care at all; it is like water on a duck's back. But when you say that to one of the members of the committee I feel it very deeply and it is on account of that I have spoken on these matters to-day.

Mr. TOMLINSON: Mr. Chairman, I might say that to date I have tried to be fair to my brother colleagues; and I will say this, that I did feel the little attack made on me this morning; although you have taken it up now for the first time, I have taken cognizance of the fact. I did feel it was unfair because Mr. Deachman is my own brother colleague; his constituency is alongside of mine in western Ontario, and as you mentioned, he said five times nothing means nothing. Well, in my opinion, I am just as well educated as anybody else.

Mr. DEACHMAN: Will you please tell me what that was about?

Mr. TOMLINSON: Yes; you said that about my work on a certain matter.

Mr. DEACHMAN: No.

Mr. TOMLINSON: I felt it very deeply.

Mr. DEACHMAN: No. It had no relationship to that at all. I said we had found out nothing from the examining of two candidates and if we continued the examination of five more, five times nothing means nothing. Far be it from me to make any reflection on you. You are the last man in the world about whom I would ever say an unkind word.

Mr. TOMLINSON: I thank Mr. Deachman for that. I think that is sufficient. I appreciate from the bottom of my heart that Mr. Deachman has said that and I do not wish anything said by me to reflect on any colleague in this committee.

Mr. SPENCE: Can we not drop the whole thing and get on with the witness?

Mr. MULOCK: May I ask a question now?

Mr. GLEN: No, no. I have something to say, too, because I assume the remarks addressed to Mr. Deachman apply also to me.

The CHAIRMAN: No, Mr. Glen, I will tell you that right away.

Mr. GLEN: I am going to say this. I do not think that this injecting into discussions to-day of personal matters is going to help us in the delibera-

[Mr. C. V. Putman.]

tions of the committee. I must say that I deplore very much that an attack should be made from the chair upon one member who I am satisfied is here wholly for one purpose, namely the improvement of the civil service. All he has said and all he has done can be applied to me a hundred times because I have taken exception on many occasions to the chair. When I do that, I say I have no personal differences of opinion or personal differences with you in anything you may say; but I certainly say that I am entitled to make my expressions which may be contrary to your point of view.

The CHAIRMAN: I agree with you entirely.

Mr. GLEN: I also say, so far as Mr. Deachman is concerned, he has been just as courteous as any member of this committee to the chair and to every member of the committee; and for that reason I am going to associate myself with Mr. Deachman in his remarks, that this will not tend to the conduct of the business in the manner in which we want it to be carried out, and if these attacks are to be made further, all I can see is the break up of this whole committee, and that I would deplore.

The CHAIRMAN: I will tell you this: No one admires more than I do your qualities and those of Mr. Deachman. It is not a question of being unpleasant to one or the other. It is not that at all. With the course of procedure, I agree with you. You have put it aside, and I will do nothing that is not in accordance with the wishes of the committee. It was decided last week to follow a certain line of action, and today everything was changed. I am not insisting on that. I want to tell you, gentlemen, that my desire was not to say anything offensive to Mr. Deachman and the only thing he can complain about is that I said he lectured us here.

Mr. DEACHMAN: I did not. But I object—

The CHAIRMAN: You did not lecture me? Then, Mr. Deachman, I did not censure you at all. Therefore, we are on an equal footing.

Mr. DEACHMAN: I object; and any man, any member of parliament, would object to the tirade of abuse you poured on me this afternoon.

The CHAIRMAN: There was no tirade of abuse; I said nothing to offend you personally.

Mr. DEACHMAN: You tried to.

The CHAIRMAN: I said I could not stand for a lecture, and you have just told me you never gave me a lecture. Therefore I never gave you one, and we are equal.

Mr. GOLDING: We will let it go at that.

Mr. MULOCK: Now, Mr. Chairman, may I ask Mr. Putman several questions?

The CHAIRMAN: Go on.

*By Mr. Mulock:*

Q. In regard to competition 27748, meteorological assistant, grade 1, four vacancies, issued May 25, 1938, I would ask you to compare it with competition 26417, clerk, grade 2, meteorological assistant, time limit June 10, 1937. I understand that both those are for the same class of positions?—A. Mr. Nelson has all of that information; and if you want me to vacate the chair, he can answer that now.

The CHAIRMAN: As you will be away next week, Colonel Mulock, would you like to hear him now?

Mr. MULOCK: If the members of the committee are willing.

The CHAIRMAN: What do you say, gentlemen?

Mr. SPENCE: If it would expedite matters, go ahead and do it.

S. G. NELSON, Civil Service Commission, re-called.

The CHAIRMAN: Would you have any objection to giving Mr. Nelson an opportunity to read the first page and familiarize himself with it?

Mr. MULOCK: Certainly not. I think he is familiar with it, because I called it his attention.

The WITNESS: I would like to make sure I have the right numbers here.

*By Mr. Mulock:*

Q. 27748?—A. Yes, I have it.

Q. Meteorological assistant, grade 1, four vacancies?—A. Right.

Q. Issued May 25th, 1938?—A. Yes, that is correct.

Q. Now compare it with the competition number 26417, clerk, grade 2.—  
A. I have it.

Q. Meteorological assistant, time limit June 10th, 1937?—A. Right.

Q. They are both in the same class of position?—A. Might I make a statement?

Q. Certainly. I want the fullest information.—A. We held a competition, as you suggest, a year ago under the title of clerk, grade 2, and secured seven eligibles; from among that group I think only one appointment was made. The rest were not eligible for some reason or other.

Q. Will you consider this: I am advised of certain things and I want to know whether the advice is correct or not; it is from a reliable source. I am advised as follows:—

The eligible list for appointment to these positions as published in the Canada Gazette of March 19, 1938, was as follows: Upton, Francis T.; Sims, John B; Brown, George Albert; Evans, Walter Joseph; Forbes, Donald Fraser; Boxall, William Henry; Telford, Reginald Frank, all of Toronto and listed according to merit. The first three are members of the Meteorological Civil Service Association. Of these, only Francis Upton has been appointed. Then a few months ago George Brown was notified of a temporary position of this nature to which he was entitled.

Is that correct?—A. I think that is correct.

Q. Now, who is comptroller of the meteorological service at Toronto?—  
A. Dr. Patterson.

Q. Have you any knowledge as to whether or not the comptroller communicated with Mr. Brown?—A. I see a notation on the file here to the effect that Mr. Brown was not willing to resign his present position in order to accept temporary appointment as clerk, grade 2.

Q. Can you make inquiries to see whether Mr. Brown was advised that in taking the position he might not prove competent and, therefore, would likely lose it as well as his permanent status which he then held?—A. Well, I presume that would be a departmental matter. We might be able to get information on that.

Q. I think we should get information on it. He is the second man on the list. It is his turn for appointment.—A. Actually third on the list. It is Brown you are speaking of.

Q. All right, third. As far as your examinations were concerned, was Mr. Brown fully qualified?—A. Yes, sir. His name was placed on the eligible list.

Q. So then you decided to have—on the advice, I presume, of someone,—another examination?—A. Well, there are four positions remaining unfilled.

Q. Quite right. So you had another examination?—A. Right.

Q. You did not fill them from the eligible list?—A. Well, according to the records as shown on this file, our understanding was that there were no eligibles available to fill the remaining vacancies.

[Mr. S. G. Nelson.]



Q. How about Evans and Forbes, Boxall and Telford? They passed the examination.—A. There is a notation here opposite those names—"refused temporary employment."

Q. Now, just what is the difference between your advertisements in those two competitions—between the first one that these people passed and the new examination that was called?—A. The present advertisement, I think, was set up in somewhat different form in order to indicate more clearly to the candidate the type of training that was required for the job.

Q. And how did the training differ from the first advertisement?—A. Probably not in any material respect.

Q. No?—A. But if I may add, the candidate in order to qualify at the examination required to have a complete course in physics. A man might have high school graduation, and not possess that particular requirement, and might not realize that he was going to be required to have that in order to qualify for the examination.

Q. Is it not a fact that in the new competition the written examination was changed and an oral test was added with the weight of six against four for the written?—A. Perfectly correct.

Q. Now, you have four men on the merit system waiting for appointment; and I want the reason why those four were not taken on when the vacancies occurred, why a small change was made in the advertisement, why the ranking and the form of the competition was changed, and I want to know if it was on the advice of the comptroller at Toronto?—A. I am aware that the matter was discussed with the comptroller; but I think that the commission accepted responsibility for the form of examination set up.

Q. On the recommendation of whom or the advice of whom?—A. I would not say advice. There was a full discussion of the matter.

Q. You did discuss that with Mr. Patterson?—A. With Mr. Patterson. We felt that the last examination had not been entirely satisfactory.

Q. Why? Was it not conducted properly?—A. It was conducted properly; but we felt that in some respects the examination was too technical—that is, that a man outside of the department, who had no service work in meteorological work, could not reasonably be expected to pass on certain phases of the examination that had been set before.

Q. These were new men coming in over the old men in the department, were they not?—A. Yes. But some of the men in the department qualified as well.

Q. Right. How did you advertise that?—A. This was advertised as meteorological assistant, grade 1.

Q. Who got the notices? Did it go through the press?—A. Through the press.

Q. And universities were notified?—A. I would presume so; they are on the general mailing list; they get all this.

Q. Were they?—A. I am quite confident they were.

Q. All right. Now, as a matter of fact, do you not think that the four positions advertised in the second competition belonged by right to the eligibles in competition 26417?—A. I would say so, if they were prepared to accept.

Q. Yes?—A. But our records do not indicate that.

Q. Were you recently in Toronto, Mr. Nelson?—A. No, I have not been in Toronto recently.

Q. Have any of your commission recently been to the meteorological office in Toronto, making inquiries?—A. Not to my knowledge. It is possible that a member of some other branch might have been, but I do not think any of my men were.

Q. None of your men?—A. Not as far as I know.

Q. All right. Now, competition 27741. Will you read the advertisement in that, please? It calls for a meteorologist, grade 2, carrying Ph.D. degree. Will you read the qualifications?—A. Yes. The qualifications require—this is

a meteorologist, grade 2—honour graduation in mathematics and physics from a university of recognized standing, Ph.D. degree in meteorology or equivalent academic and practical training in meteorology or a related field; demonstrated ability to undertake original investigations; tact, good judgment, adaptability.

Q. Has that examination been completed?—A. Not yet. Time limit, June 15. Applications will be received up until June 15.

Q. We have discussed in this committee that in examinations it appeared possible that advertisements might have been framed to fit one person?—A. Yes.

Q. Are you satisfied in your own mind that this advertisement is not framed to fit one particular person?—A. I really have no information on the matter.

Q. I could mention the man's name for whom I think it was framed, but I do not want to do that for fear of an injustice in case that is not the fact.—A. I recognize that the number of prospective candidates who could meet that requirement would be limited.

Q. I can show you the name.—A. Colonel, that may be true. But would it not be possible that he would be the best man available for the job?

Q. Why hold competitions and ask people to compete if you are going to bring people from outside of this country and give positions to them?—A. I know nothing about the nationality or residence of the man that you suggest. But it is quite possible that he does meet the requirements for appointment.

Q. Do you not think there are sufficient people in Canada needing positions without framing an advertisement to apply—which you say is quite possible might apply to this person?—A. Would this individual be studying abroad? We could hardly hold that against him, if that should be the case.

MR. TOMLINSON: Who is this individual?

THE WITNESS: Colonel Mulock has the name there whom he suggests.

MR. TOMLINSON: I would like to have the name right now, and have full particulars.

MR. MULOCK: I am advised that the man is E. W. Huston of the Imperial College of Science, London, England, formerly of Toronto.

THE WITNESS: He is apparently attending university or has been attending university in London.

*By Mr. Deachman:*

Q. That would not be held as a disqualification?—A. No, I should not think so.

*By Mr. Mulock:*

Q. Do you know if the comptroller wrote to J. McTaggart Cowan and also to Dr. Herrick of Kingston, Ontario, in regard to this position?—A. I have no information. But I do know that this is a common practice, to attempt to interest competent people when an appointment of this nature is advertised.

Q. All right. Do you know anything about the case of Mr. W. H. Holderidge of Victoria, B.C., who applied for a vacant position as assistant meteorologist, grade 2?—A. Unfortunately, you did not give me that number. I am afraid I have not the information available.

Q. I will have to look up the number of that. I wish you would look for that file.—A. I will be glad to look that up.

Q. And I wish you would inquire whether Mr. Gilchrist, assistant organizer of the commission, recently was in Toronto at the office of the meteorological

[Mr. S. G. Nelson.]

service with regard to reclassification, and if there were complaints made by any of the civil service employees of that time, and what action he took in regard to same?

*By the Chairman:*

Q. Mr. Nelson, are the files here that have been mentioned by Colonel Mulock—27741?—A. Those are competition numbers he was quoting?

The CHAIRMAN: Yes.

The WITNESS: Competition No. 27748, that is the current competition to which he refers.

*By the Chairman:*

Q. And there is No. 25101?—A. I do not appear to have No. 25101.

Q. Will you take a note of that?—A. Yes.

Q. Will you please take no action in regard to 27741 and 25101 until after you read a telegram which I have just received from Victoria to-day?—A. Yes.

Q. I will show it to you after the meeting. I presume that no action will be taken this afternoon?—A. No, I would think not.

Q. I want to show it to you, and I would like you to investigate the whole thing.—A. I will be glad to.

Q. Before reaching a decision in this case.—A. Yes.

*By Mr. Mulock:*

Q. Mr. Nelson, I want to ask you a particular question. Was the second examination called to avoid appointing the men on the eligible list who had passed the first time?—A. No, definitely not, because as far as our information goes the eligibles were not available.

Q. None of them?—A. According to the record I have here.

Q. I would like to have the particulars of this case.—A. I will be very glad to get that for you.

Q. Have you got it here?—A. No, it is not here; I will have to get it. I think it was obvious that there were not enough to meet the full requirements of four additional appointments, and that in any case a further competition would be necessary.

*By Mr. Cleaver:*

Q. If a man declines a temporary appointment after having established his name on an eligible list, that does not necessarily rule him out of a permanent appointment?—A. No. He has the right to waive his rights for sufficient reason.

Q. I understood you a moment ago to suggest that one man was out because he had declined a temporary position?—A. I think the position to be filled was also temporary.

Q. If it turns out that there are two men on the eligible list who were successful and who were quite well qualified for the position, is there any reason why they should not appear as the top names on the next eligible list?—A. There is no reason at all, Mr. Cleaver, why if it can be ascertained that any of these men on the list are available, they cannot be appointed. As a matter of fact, they will be appointed.

Mr. CLEAVER: Mr. Chairman, I have a few general questions to ask arising out of this.

The CHAIRMAN: If you do not mind, gentlemen, Mr. Cleaver will ask his questions, then we will call back Mr. Putman.

Mr. MULOCK: I have a few more questions, Mr. Chairman.

The CHAIRMAN: All right.



*By Mr. Mulock:*

Q. Mr. Nelson, were you here the other day when I was inquiring from one of the commissioners regarding Dr. H? I think you are familiar with the case of the Meteorological office in Toronto?—A. Yes.

Q. You are familiar with that?—A. Yes.

Q. If I remember the evidence correctly, I think Dr. H. had very special qualifications of some kind, and I want to get this cleared up. I understand that he himself claims he never made any pretence, nor does he now, of being an authority of weather forecasting on any system whatever; that he is a mathematician and has given lectures on mathematics pertaining to the structure of cyclones. Is that correct or not?—A. Well, offhand, it would be impossible for me to say; but I do know that the two sciences are very closely related.

Q. We do not have many cyclones in this country?—A. No, but the sciences of physics and mathematics.

Q. First of all, in regard to the comptroller at Toronto, will you tell me what experience he has had in weather forecasting?—A. I am afraid I am at a little disadvantage. I think if you are interested in the qualifications of the present members, you would probably do much better to consult Mr. Gilchrist. I could answer the question you asked a while ago to this extent, that he did some months ago re-classify the branch.

Q. I am not asking that, I am asking what experience the present comptroller has had in weather forecasting.—A. He has been in charge of the branch for several years.

Q. I am not asking whether he was running the office, I am asking what experience he has had in forecasting.—A. Frankly, I cannot tell you without looking up the records.

The CHAIRMAN: If he has had office experience it is of no use because he has to speak about the weather outside of the office.

*By Mr. Mulock:*

Q. Is it not a fact—you know this department—that F. O'Donnell is the head forecaster and actually does the forecasting.—A. That is correct. Dr. Patterson is the administrative head.

Q. But he does not do any weather forecasting himself.—A. His function would be to direct the whole work of the office.

Q. Has he ever done any weather forecasting?—A. I cannot say, sir.

*By the Chairman:*

Q. You do not know if he can use properly all the weather apparatus that is in the office?—A. I cannot say.

*By Mr. Tomlinson:*

Q. Who is Dr. Patterson?—A. He is the controller of the meteorological service.

*By the Chairman:*

Q. But controller does not mean controller of the weather instruments?—A. No, not necessarily.

*By Mr. Cleaver:*

Q. In regard to examinations for positions, I understand that not infrequently you have 700 or 800 applicants write?—A. Yes, that is very frequent, Mr. Cleaver.

[Mr. S. G. Nelson.]

Q. And that the examination fee is \$2?—A. As a matter of fact, we have not been charging fees for some years, although we are considering the general resumption of the levying of a fee.

Q. You, of course, are aware of the immense amount of time that is wasted by applicants in trying examinations on which they are unsuccessful.—A. Well, I presume if they have to do a considerable amount of studying there would be a considerable loss of time.

Q. Keeping those facts in mind, you are also aware of the fact that occasionally an appointment is to be made where there are certain technical requirements as a result of which a department will indicate that they want a certain man appointed whom they have already chosen, and they will build the qualification requirement in such a way that it will practically only fit this one man. I take it that is correct?—A. Well, there has been a good deal of discussion along that line, Mr. Cleaver.

Q. I would like your opinion as to what should be done with respect to those special appointments. To me it seems a shame to put hundreds of applicants across the country to the trouble and expense of writing examinations when they do not stand an earthly chance of getting the appointment. Now, have you anything to suggest whereby that unfair condition might be cleared away?—A. I think that if it is evident that there can be no fair competition for a position, the competition should not be held at all. That is, I think you should have recourse to exempting that particular position if the circumstances appear to require it.

*By Mr. Deachman:*

Q. In certain cases in connection with the civil service, is it not so that you require rather definite qualifications?—A. Very.

Q. Would not that apply particularly to the Department of Agriculture?—A. Yes, definitely.

Q. You might have, for instance, a man with experience in breeding wheat, or in conducting a study of rust in wheat which would require a certain type of scientific knowledge?—A. Yes.

Q. If you are wanting a man to investigate rust, you would have to get that man by advertising, you could not get him in any other way than by advertising?—A. That is true.

Q. Then how can you avoid the difficulty Mr. Cleaver mentions?—A. I think he had in mind that in certain cases it was recognized a certain man was the only competent man. I do not admit that that is the case, but it might happen on one or two occasions.

*By Mr. Cleaver:*

Q. I think it is general knowledge, and it does seem to me a shame that other people should be put to the trouble of writing examinations when they do not stand an earthly chance of getting the position.—A. I do not think that that is the general situation.

MR. SPENCE: It is done regularly, just the same

*By Mr. Tomlinson:*

Q. I just had a case brought to my attention as I was walking out the door this morning, this forenoon. The advertisement was for a lawyer in a finance department and it said that this man must have particular knowledge in the re-financing of loans.—A. Yes.

Q. The average lawyer has no specific knowledge of re-financing of loans. You understand that?—A. Yes.

Q. In other words, a lawyer would have to enter that department—I do not care what his general practice might be; I happen to be a lawyer myself; his general practice might take in a smattering of the re-financing of loans, but he has all the phases of the legal practice. But when an advertisement mentions special knowledge, has not the department in mind someone whom they desire to appoint to that position?—A. Well, do you not think that that would be a valuable qualification for the man who was to occupy that position?

Q. Where would you find among the lawyers of the dominion of Canada any of them outside the department itself?—A. That position was filled from outside the department.

Q. Well, you point me out the man that has special knowledge in the re-financing of loans. You point me out the lawyer.—A. If you are thinking of the same position as I am thinking of—

Q. I am thinking of that same position.—A. Well, it was filled from outside the service.

Q. Did he have special knowledge of the re-financing of loans?—A. I would have to check that point.

Q. Yes, you certainly would, because he did not have it. He was a good lawyer, I am not saying that; but I do not think he had what your advertisement requested.—A. Was that an absolute requirement or a preferred requirement?

Q. An absolute requirement. He must have special knowledge.—A. It was not a preferred requirement rather than an absolute requirement?

Q. It was mentioned in the advertisement.—A. We cannot always get everything we are looking for.

Q. Well, why put it in then?—A. We are looking for that, if we can get it.

Q. I am just giving you that information, and I think you are unfair to the advertisement itself. I think it would be better if you were to say you wanted a certain type of man to come into a department under tutelage that would in later years qualify him as a man who might advise on the re-financing of loans for the dominion of Canada, or if you have a man in the department who has studied that under another man who is retiring, then I think you would be fair.—A. Unfortunately, in that case the department had lost the services of its solicitor and had to make a replacement in the senior job.

Q. I am not blaming you, I am blaming the department who sent through that requisition knowing that it is impossible to show that the average lawyer in the dominion of Canada has those special qualifications.

*By Mr. Deachman:*

Q. In regard to the lawyer, would not a man who had had experience in a bond house or a trust company have experience in the re-financing of loans?—A. He would certainly have some knowledge of the practices followed.

Q. So that it might not be a very difficult requirement to fill?

Mr. TOMLINSON: Oh, I must rise. I have a little more knowledge of trust companies than has my honourable friend sitting to the back of me. A lawyer in a trust company just deals with one particular matter in that trust company. Is that correct?

The WITNESS: Well, that is a little outside my province, Mr. Tomlinson.

Mr. TOMLINSON: Yes, I know. I cannot agree with my honourable friend on that.

*By the Chairman:*

Q. You are not examining the appointments for trust companies?—A. No. As a matter of fact, we had a technical board of examiners on that particular case.

[Mr. S. G. Nelson.]



*By Mr. Mulock:*

Q. In regard to the position of assistant controller in the meteorological office in Toronto, it is vacant, is it not?—A. Yes.

Q. How long has it been vacant?—A. I am afraid my information is not very complete.

Q. Could you tell me, from memory?—A. Actually it is not a matter that has come to my attention. I know the job has been vacant for some time; whether it is 2 years or 5 I could not say.

Q. For some considerable length of time?—A. Yes.

Q. Why has it not been filled?—A. That would be something for the department concerned to answer. We act on request for appointments, we do not initiate the request.

*By Mr. O'Neill:*

Q. Why in these cases do they have one man's qualifications being avoided? If a special qualification is that he should have a special knowledge of re-financing loans why don't you try to get a man of that kind. There must be lots of men who are trained in that kind of work. Surely you have plenty of lawyers to take care of that end of it?—A. Actually, as a matter of fact, the department had no lawyer. They had lost their lawyer and had asked for a replacement of Mr. Johnston.

Mr. TOMLINSON: Are there no other lawyers in the Department of Finance?

The WITNESS: Not to my knowledge.

*By Mr. Mulock:*

Q. Mr. Nelson, in your department, when they are looking for forecasters for the meteorological service in Toronto and you want somebody to decide whether any one of these young men who are trying this examination is familiar with Norwegian forecasting, who is the authority who decides?—A. In a case such as that we would be dependent upon advice from Dr. Patterson, or one of the officers in the department.

Q. So the Civil Service Commission in that case does not call in other expert examiners, they rely on Dr. Patterson's opinion, or that of his advisers?—A. No. In addition to that we very commonly use the officers of the National Research Council.

Q. Have you been using them in your examinations; I mean, so far as these appointments are concerned?—A. Dr. Boyle, head of the department of physics at the National Research Council has assisted us in that type of position.

Q. Has anybody else worked for you in that respect?—A. Offhand he is the only one that I can recall.

Q. You are not familiar with this forecasting business; that does not come under you?—A. I really have no intimate knowledge of it whatever.

Mr. MULOCK: You are lucky.

*By Mr. Cleaver:*

Q. Well then, going back to the suggestion which you made a few moments ago in these purely technical positions; you think they should be exempt from the competitive examinations? What do you suggest or recommend with regard to these exemptions?—A. Well, departmental officials who are engaged in the particular line of work involved are best qualified to decide on the qualifications of available applicants. For instance, I have in mind at the moment a position of a highly technical nature in the Department of National Defence which we have been asked to fill. It is reported that the only possible officer for that position would be someone who had studied in England, at the Royal College, Woolich Arsenal, or some such place; that cannot possibly be filled by competition in this country.

Q. That is a situation in which it might be said that the position would seek the man, not the man the position?—A. If that is the case then definitely there is no point in advertising.

Q. Then, you would suggest in these special cases that we take the recommendation of the department that such positions should be exempt from competitive examination?—A. If we were satisfied that there could not be any fair competition, that there was only one man who could do the work, it would not appear desirable to advertise such a position.

Q. Well then, coming now to the question of oral examinations.—A. Yes?

Q. I have had several complaints after examinations for excise clerks and so on.—A. Yes?

Q. And candidates who have passed them with very high marks on the written examinations have been disqualified through the oral examination, and I wish you would be good enough to indicate, first the character of the oral examinations; who holds them, and then, as to any suggestions you might have to cure that evil?—A. Yes. I might suggest first of all, of course, that if the oral and the written examinations are intended to test the same things there certainly would be room for improvement in either one or the other, if a man is disqualified on one factor.

Q. You might outline in a general way just what the oral examinations seeks to test?—A. Perhaps I might start with the written examination, because it is held first.

Q. All right.—A. The written examination is an academic paper to test the educational qualifications of the candidate and consists largely of rather complicated questions in arithmetic relating to the calculation of customs duties and that sort of thing; and general questions requiring knowledge of commercial terms in common use, bookkeeping terms; and a test of the candidate's knowledge of English.

Q. Yes?—A. He should be able to use the English language properly. The rating on this written examination is 60, or more than that given for the oral examination.

Q. Just before you leave the written examination; when a candidate gets a mark as high as 90 on a written examination he is obviously well qualified from an educational standpoint for the position?—A. It would appear so.

Q. Yes?—A. The oral examination, generally speaking, is designed to test other qualifications.

Q. Such as?—A. Such as personality, the suitability of the man to carry out the duties involved; for instance, his ability to meet people well, his appearance as a man; he should be courteous; he should be well dressed and of decent appearance, and so on. In addition to that the examiners make some check on the claims he has made as to his experience and so on.

*By the Chairman:*

Q. You mean, neatly dressed?—A. Neatly dressed, yes.

*By Mr. Cleaver:*

Q. Are there any written instructions handed out to the examiners with regard to the questions they should ask the candidates on these oral examinations?—A. Not necessarily so. I think in the main, or as far as we can imagine they are attended by officers from the headquarters staff.

Q. But there is no set of questions to be asked the candidate?—A. No. The rating sheet that requires to be filled in indicates definitely the factors that should be covered, and they build their line of questioning along these particular factors.

Q. I wonder if you would be good enough to send me one of those sheets?—A. Yes, I shall be glad to.

[Mr. S. G. Nelson.]

Q. Because my instructions are that at an examination held fairly recently in Hamilton on the written examination the man took over 90 per cent; and yet he failed on this trifling oral examination.—A. I would not like to think that it was as casual as your statement would make it appear.

Q. Well then, what percentage is assigned to the marks of the oral examination, and what percentage to the standing on a written examination in order to arrive at a final percentage for the candidate?—A. I will check that. The written examination carries a rate of 6, the oral 4.

Q. Are these oral examinations held by one examiner or by a group of examiners?—A. The commission examiner is associated with an officer of the department, usually an inspector.

Q. You see, Mr. Nelson, in regard to these oral examinations there is no way by which a check can be made. If an examiner makes an error in rating a written examination the candidate can ask for a re-examination of his paper, and if an error is found it can be easily corrected; but in an oral examination that is absolutely impossible, isn't it?—A. It might be possible to have a man recalled, but we haven't had much experience of that kind.

Q. Now, coming to the position in question; when this examination was held to fill the position of excise clerk—is the excise clerk called upon to meet the public at all?—A. It depends on the nature of his duties. There are office jobs and other jobs involving the same examination.

Q. In the office job would the candidate be called upon to meet the public?—A. Oh, definitely, yes; he would have to go to the counter on occasion to meet the public and to calculate things, and that sort of thing.

Q. And do you really feel that that is a fair proportion; as 6 is to 4?—A. I think in a good many of these customs positions the personal element is very important, and I would not think that that is an undue weight. Investigation is very important; among other things a man must have good judgment, tact and so on.

Q. You would not suggest that a candidate should be measured by a casual oral examination?—A. I do not think an investigator can decide by first impression altogether. He has to consider among other things the information elicited from the candidate, and he has to examine the candidate along the lines suggested to him as the interview proceeds.

Q. You do not seriously suggest that anyone could reach a serious conclusion as to a man's integrity by an interview lasting a matter of five minutes or so?—A. You might conclude something that would definitely let him out.

Q. Oh yes, I concede that. In view of the great many complaints that have been made with respect to this factor of oral examinations, have you any recommendations to make as to any way in which the practice could be improved?—A. I think that the oral examination in order to be successful must be given sufficient time; that is, I do not think it should be hurried or hasty. I think that over a period of time it is possible to fairly well evaluate the personal quality, but you cannot do it in two or three minutes.

*By Mr. Deachman:*

Q. He would have to be a trained examiner?—A. He would be a trained examiner.

Q. You have to rely on the honesty, the knowledge and training of the examiner; you can't do anything else, can you?—A. No.

*By Mr. Cleaver:*

Q. And if an examiner does disqualify a certain man because of his ideas concerning the candidate, that candidate is disqualified for life, in so far as the service is concerned?—A. We have our regular examiners who would not be prejudiced.



*By Mr. Deachman:*

Q. Assuming you have such trained examiners, it is impossible to bring in an examiner trained in the work of a particular office?—A. His training is acquired over a period of years.

Q. In other words, he must be under the tutorship of somebody else for a period of time?—A. I quite agree with that.

Mr. DEACHMAN: So do I.

*By Mr. Cleaver:*

Q. I would like to ask Mr. Nelson if he would be good enough to consider that point and if you have any recommendations to make to the committee, make them. I have one other point, and that is with regard to small local positions of the type we touched upon the other day, and then we can go on with something else. How is the examining board set up with respect to positions such as caretaker and lighthouse-keeper, and small positions of that kind in which the element of promotion is not concerned, and with respect to which the salary is very low?—A. If it is at all practicable we send an official from our staff at Ottawa to conduct the examination, and that is very largely done throughout Ontario, and the eastern provinces. Naturally we will not send a man to the far west.

Q. And who acts along with him?—A. A representative of the Legion and a departmental officer.

Q. And a principal of the high school?—A. Not if we are sending out a man. You see, he replaces the local supervisor; that is, the principal of the high school.

Q. Oh, I see. You either send out a man from your own office and he goes along with a local representative of the Legion, or the man does not go from your own office and then the local principal of the high school acts along with the representative of the Legion?—A. And a departmental representative.

Q. Yes. Now, in regard to these examinations; I suppose principals of high schools and representatives of the Legion are just as human as the rest of us and the element of patronage and personal friendship is just as liable to creep in?—A. I might say that we are not too well satisfied with the services that are given by these local representatives, and we do feel that a satisfactory system has to be set up, that the work must be handled by our own staff.

Q. I think perhaps, judging from the reading of the evidence, that you reached the conclusion that you must either look after it entirely through your own staff or someone locally should assume full responsibility?—A. I agree with that, Mr. Cleaver.

*By Mr. O'Neill:*

Q. Do you think that the caretakers and positions of that nature could be handled by having a contractor or a foreman act as examiner rather than the principal of a high school. In many cases the principal of a high school would not know how to start a fire in the furnace.—A. That is very true. As a rule he is a man of some standing in the community and that is one reason why we selected him; but I think in respect to the written examination some of these men have limitations.

Q. Do you mean the contractors or the foremen?—A. I am referring to our present supervisors.

*By Mr. Tomlinson:*

Q. You say you pick the principal because he is the outstanding man in the community. You will admit that there are several other outstanding men in the

[Mr. S. G. Nelson.]

community too?—A. I think it is natural, perhaps, since so much of our work consists of the holding of examinations that we secure the services of the people who are engaged in a similar line of work.

Q. You would not say the principal of a high school is engaged in a similar line of work?—A. He is continually conducting examinations.

Q. Oral examinations?—A. Not oral; we call upon him to hold written examinations.

Q. You only use him when you cannot use your own man, when you feel it is not worth while? You use the principal of the high school when you feel the position is not worth sending out one of your own men?—A. When we cannot send one of our own men.

Q. When you feel it is not worth while sending your own man?—A. That may be.

*By Mr. Mulock:*

Q. You do not conduct written examinations for caretakers?—A. No, purely oral examinations.

*By Mr. Cleaver:*

Q. I can give you an illustration of that. I sat in and listened as a matter of curiosity to an examination held for a caretaker, and one of the examiners asked practically all of the applicants the square root of 64. Imagine asking a man to fire a furnace, "what is the square root of 64?" Another question asked was, "what is 25 times 25?" Well, I had to scratch my head myself to figure that out.—A. I can hardly credit that sort of thing.

*By the Chairman:*

Q. Coming to personality, Mr. Nelson.—A. Personality again?

Q. Personality. Nobody can define it but it is requested in the files. Will you please read the first page of a letter from Mr. Putman but signed in the name of Mr. Foran to Mr. George H. Ross of the city of Toronto regarding Mr. Gilchrist's examination, especially the second paragraph. The letter is dated March 11, 1921.—A. Shall I read the whole page?

Q. The second paragraph.—A.

In considering the education and experience ratings, it is not thought that a man of much over 45 years of age who would be willing to accept such a position as is offered would be of the type required to carry on investigational and organization work except in exceptional circumstances, but I do not think that in making an education and experience rating, it would be advisable to take this into account. There will be, as I believe Mr. Putman has explained to you, a rating made on personality—

Q. Just a minute, a rating made on personality. Nobody can define it. Will you please continue, Mr. Nelson.—A.

—and I believe that this interview would possibly bring out a candidate's fitness for the position as to age better than in any other manner.

Q. You cannot now define personality, Mr. Nelson?—A. I do not feel like attempting it.

Q. The question was asked of Mr. Putman and he could not do it either. Therefore, how could Ross of the city of Toronto read Gilchrist's personality, if no one knows what it is?

Mr. GOLDING: Mr. Bland and Mr. Stitt answered that.

The CHAIRMAN: Personality?

Mr. GOLDING: Yes.

The CHAIRMAN: They have not been heard on that point. The first question was put to Mr. Putman and now Mr. Nelson.

Mr. TOMLINSON: May it not be a question of the man before whom the candidate is appearing?

The CHAIRMAN: My idea is this: it is not good looks that a man has that show his personality.

Mr. TOMLINSON: No. I am saying it may be the effect that the candidate has on the man before whom he is appearing.

The CHAIRMAN: I would insist upon neatness of the candidate. Candidates ought to be neat but not necessarily have rich clothes, but clothes without spots on them, grease spots. His clothes should be clean, his shirt clean and his collar clean. That counts for a lot where a person has to work in an office with others. If his clothes are not clean it makes a bad impression. But on the other hand there is a difference between personality and neatness. A man may have no appearance at all and yet be a very good man. Is not that true?

The WITNESS: Yes, I should think that a man such as you describe who has no appearance at all may possibly have an outstanding personality.

The CHAIRMAN: It may take some time to discover it, just the same as pearls are in oysters.

Mr. CLARK: Mr. Chairman, may I ask Mr. Nelson a question?

*By Mr. Clark:*

Q. I should like to ask you a question in regard to a particular examination that was to be held for a clerk grade 2, lands and forests branch, Department of Mines and Resources, Fredericton, New Brunswick.—A. Yes.

Q. That notice was sent out some time ago. I referred to this before but I have not received any information as yet. There is only one position advertised and it has been filled for years.—A. The situation there is one that Mr. Bland has mentioned on several occasions. That is the division in the service, two divisions in the service. This man was taken in under an outside vote by the department, has been paid by such vote without certificate of the commission, until April of this year, when the vote ran out and it became necessary for the commission to authorize the vacancy. It appeared that this position would continue over the years, and we have no way of qualifying this man for appointment other than by public competition.

Q. And examination?—A. And examination.

Q. No way?—A. No way of qualifying.

Q. You could not give him a certificate and have him continue?—A. That could be done, but eventually the appointment would have to be settled, and a permanent appointment would be desired if it is continued over the years, and it was to cure that situation—

Q. Where was the examination to be held?—A. In Fredericton.

Q. It has not been held yet?—A. I am not sure that it has been held yet.

Q. It was stated first it was to be held on May 18?—A. That is for the applications.

Q. Then it was May 25?—A. I think the examination has not been held yet.

Q. When the examination is held it is stated that an eligible list, valid for a period of one year may be established. There is only one position to fill in this competition.—A. Only one position to fill, yes. It may happen, of course, very often it has happened, that after a position is filled it becomes vacant within a short time and it is necessary to make a further appointment; and in that event it is useful to have an eligible list available.

[Mr. S. G. Nelson.]



Q. Is it not a fact that if another man is taken on it simply means that the man who has filled the position will be out of employment, and it gives the hope to a large number of people that they will be appointed?—A. That is quite correct. I do not see any other way of filling the position; under the Civil Service Act we have to fill this position.

Q. It is a small position paying \$90 a month.—A. A clerk grade 2, and, of course, we hold examinations constantly for that position.

Q. You hold examinations for one position? What would be the cost of an examination of that sort?—A. It would not be very considerable.

Q. Would you send a man down?—A. It is quite possible that the examination would be held at the same time that we hold our general examinations for clerks—which would take place on the 25th June and really it would be no additional cost apart from the stationery used in sending out the notices.

Q. There is no other way that that man could be continued except—  
—A. He could be continued under a separate certificate if it were felt that that course of action would be justified; but we get into continual difficulties over that sort of thing.

*By Mr. Spence:*

Q. A few moments ago you said that your department always sent your own examiners to hold all examinations?—A. Not always, as far as we can.

Q. I know in Toronto several times the registrar of the university and the professors acted.—A. Yes, we have a number of professors in the larger centres such as Toronto, Winnipeg and Vancouver, in whom we have the greatest confidence. They have a great deal of experience. When I was speaking a short time ago I was thinking of the inexperienced supervisors in small centres that have very little information and have not become as competent as these other men.

*By Mr. Mulock:*

Q. Can you tell me why two men from the Toronto meteorological office were sent away from Toronto, one to Victoria and the other to Ottawa? It was not to expedite the promotion of a comparatively new man, was it?—A. I am afraid these are matters of internal administration.

Q. It was not referred to your branch?—A. The transfer, no doubt, was referred to us, but the action would be initiated by the department.

Q. And your approval would be based on the recommendation of the controller?—A. Yes, certainly.

*By the Chairman:*

Q. Will you please tell me if Mr. Patterson of Toronto is directly under the deputy head of the Department of Transport?—A. Yes.

Q. And he has no intermediary chief here in Ottawa?—A. I think he reports to the director of the department.

Q. He does not get in touch with the astronomer, he has no manager?—A. No.

Q. The astronomer is in the Department of Mines and Resources?—A. Yes.

Q. And the meteorological bureau?—A. The Department of Transport.

*By Mr. Tomlinson:*

Q. Is this the Mr. Patterson whose wife was a magistrate in Toronto?  
—A. I believe so.

Q. You believe so?—A. Yes.

The CHAIRMAN: Did he ever condemn his wife?

Mr. TOMLINSON: I do not know, but both were in the public service.

*By Mr. Mulock:*

Q. An order in council passed the 31st July, 1933 states all employees over 65 years of age should be retired unless they were exempted by the Treasury Board because of special qualifications of the employee, etc. Do you remember that order in council?—A. Yes.

Q. Is it carried out pretty well?—A. Well, again, that is a matter of departmental administration. The authority of the Treasury Board must be secured from year to year to carry a man beyond the age of 65, and we have no discretion in that matter either.

*By Mr. O'Neill:*

Q. Can you tell us, Mr. Nelson, why it is, when every year they hold examinations in high schools which are rated, that you hold qualifying examinations for stenographers? Why do you not use the standings and ratings given by the high schools?—A. Well, I think there is objection to that, Mr. O'Neill, because of the varying standards of education throughout the country. Even though a candidate were writing an examination in Kamloops he would probably be interested in securing an appointment in Ottawa, and in view of the varying educational standards in the various provinces, I do not think we can accept that.

*By Mr. Tomlinson:*

Q. When you are advertising for stenographers in Ottawa—I would just like to have this very plain—do you make that a general advertisement throughout the dominion?—A. Well, it is advertised throughout the dominion.

Q. Where?—A. In all the public buildings, in all the post offices in every community where the population is over 1,000, and public buildings generally, educational institutions, high schools, high schools of commerce and that sort of thing; all the soldiers organizations.

Q. Do you feel that is a fair way of notifying the public of these competitions?—A. Well, judging by the response we have, they are getting very fair publicity.

Q. You mean response from where?—A. Throughout the country.

Q. From Ottawa?—A. No. A large proportion from Ottawa, but a great many from other parts.

Q. A large proportion from Ottawa?—A. Well, that is understandable to a degree, because a good many people do not want to move to Ottawa in order to accept a minor job at \$60 a month.

Q. Stenographers?—A. I beg your pardon?

Q. Stenographers who have passed through different schools and who are in the country?—A. I do not think that an undue proportion go to residents at Ottawa.

Q. What I object to is this: you advertise in the post offices of places with a population over a thousand. That is not in the country's post offices. That is just that particular little village's post office. That is what I am getting at, that the advertisement is not a correct advertisement. You just hang it up in the post office.—A. Of course, in addition to that, we are always glad to notify any candidate who makes application to us at any time, of any pending examination.

Q. Oh, yes, I know; I have so many people coming in and asking me to put them on the mailing list from the Civil Service Commission at Ottawa; "Place me on the mailing list," they say.—A. Yes; and we do it.

Q. Yes, you do. You fulfil your duties as far as you can. I realize that. But what I am trying to get at is why should I be asked to place anybody on

[Mr. S. G. Nelson.]

the mailing list in connection with our civil service of Canada. That is the question?—A. I am thoroughly in accord with your feelings that newspaper publicity is the most effective medium of reaching these people.

Q. And it could be done very cheaply?—A. And if it could be done—and I think it could; in the light of the suggestions made in this committee I am sure arrangements could be made whereby publicity could be secured on reasonable conditions.

Q. I am sure the papers would be glad to co-operate with the Civil Service Commission.

*By Mr. O'Neill:*

Q. Following up my question of a little while ago—I am not altogether satisfied with the answer. Do you suggest, Mr. Nelson, that there is such a wide variation in the standard of education between the different provinces that somebody who passes an examination in British Columbia would not be competent to hold a position in Ottawa?—A. No.

Q. Or vice versa?—A. No. But I do not know how we can decide whether a girl from Kamloops is better qualified than one from Lethbridge or from Montreal or Quebec, apart from written examinations. I do not see that there is any test that will level them up.

Q. They have written examinations, and they could take the ones that ranked highest in British Columbia, for instance, take a dozen from British Columbia, a dozen from Alberta and Manitoba, fifty from Ontario and fifty from Quebec, and so on; just take them all according to the examination marks that they got in their respective places. It seems to me that that would be just as fair a way of doing it as the way you are doing at the present time. You hold an examination now and it is just what some examiner thinks. Mind you, I do not say that unkindly, with any unkindly spirit towards the examiners. One examiner has an entirely different idea from another one as to which of these candidates ranks highest. It seems to me that there is an awful lot of expense involved in holding these examination for positions of this nature—stenographers in the lower grades, where they only get \$60 a month when they start. It seems to me there is an awful lot of expense there that might be eliminated.—A. Well, at least I think we can say this, that we supply the various government departments with a very excellent type of employee for that grade.

*By Mr. Tomlinson:*

Q. You see, Mr. Nelson, I object to this: I object to any particular member situated around Ottawa—and there are a few of them—telling me they have two thousand in the service. Now, I quite realize that members situated around Ottawa will naturally have more than those in the outlying country. I feel that would be so probably in the natural course of events. But due to non-advertisement, a great many of our young people throughout the whole of this dominion—I will take in Mr. O'Neill too—throughout the whole of the dominion of Canada know nothing of these examinations unless they call up a member or the member calls up the parties whom he might know; and then if they do not get the position, the member is in difficulty.—A. I am rather inclined to think that in one way or another these vacancies, especially in these clerical and stenographic grades, do come largely to the attention of those who might be interested. One phase of the thing is that business colleges are frightfully active; and they of their own accord put out advertisements and attractions of one kind and another to prospective candidates. As I see it, we get a fair measure of publicity. I do think it could be improved, though.

Q. From business colleges and other institutions on the educational line who write in to you and recommend certain men?—A. No, I did not mean that.



Q. You did not mean that?—A. No. I mean offering courses of instruction and that sort of thing. We are having some difficulty controlling that list.

Q. You are having difficulty in controlling certain professors at the head of those institutions?—A. Yes.

Q. Who would like to believe that some of their little pets in that particular college should be recommended and the other boys not; is that right?—A. Well, that is what I have in mind, that there is a great deal of publicity of one kind or another given to these examinations.

The CHAIRMAN: It is "Alma Mater" stuff.

Mr. TOMLINSON: Teacher's pet.

*By the Chairman:*

Q. Now, Mr. Nelson, I have a most important question to ask you, which is a matter of concern throughout this country. I want you to think of the answer before giving it. You have a lot of young men who pass examinations to qualify themselves as Ph.D.'s, doctors in philosophy. Are you of opinion that the education given now in all Canadian universities is an adequate preparation for the positions applied for by these Ph.D.s? It is a very important question, and it is one difficult to answer, but you are a qualified man to answer it.—A. I am a little afraid I am not just clear as to the intention of the question, Mr. Chairman.

Q. Well, what I mean is "A" is a young man, an intelligent young man, has a Ph.D.—A. Yes.

Q.—of any Canadian university?—A. Yes.

Q. And besides that—I will say even more—he has a degree in economics of any Canadian university. Is that an adequate preparation for the technical jobs that you advertise?—A. Well, a Ph.D. degree represents a very intensive course of training.

Q. Training of memory—of memory more than learning to reason.—A. I do not know that I can admit that.

Q. And the teaching of philosophy now in most universities, with very few exceptions, consists in explaining the different systems of philosophy without explaining sufficiently logic and dialect.—A. There is this, that a candidate for a Ph.D. degree is required to prepare a thesis which is supposed to represent an intelligent effort—that is to indicate his own ability to do research or think out problems for himself.

Q. You know very well most of these degrees are prepared for by drinking strong coffee and sitting up late trying to memorize the matter on which the candidates are to be examined for their degree. You know that very well. But this is what I mean: is a young man, an intelligent young man, who has such a university preparation, ready to jump into the service and be equal to the occasion?—A. I think it would depend on the nature of the job, to a very large extent; education cannot compensate—

Q. I mean a job for which that is called for as a qualification. You ask for a degree from a university of repute?—A. Yes.

Q. And, in fact, there are the preliminary studies—learning the language?—A. Yes.

Q. And grammar?—A. Yes.

Q. And calculation?—A. Yes.

Q. And things like that—a little bit of history?—A. Yes.

Q. And afterwards a degree. For instance, a bachelor of commerce. What does that amount to, to be a bachelor of commerce?

Mr. TOMLINSON: A bachelor of science.

The CHAIRMAN: A bachelor of commerce.

[Mr. S. G. Nelson.]

The WITNESS: It represents four or five years of study along the lines of economics, with special application to the commercial side.

The CHAIRMAN: Yes, but going further, I would tell you, Mr. Nelson, and I would tell you, gentlemen, that I am most surprised that until now we have had no representations of any sort from any Canadian university to this committee. I was greatly surprised at that. We are interested in youth. We are ready to do something for youth. The only young man who spoke to me about it is a young Jew, Mr. Bookman—a young man who spoke to me in his own behalf, not on behalf of any organization. We are ready here to do something for youth. Yet we received no representation from any Canadian university. We received no representation from any organizations of youth—from the A.C.J.C. or the Congress of Youth or any organization of that sort. The only ones who have come to us beside the postal organization are the civil service and returned men. I am dumbfounded at the fact that the leaders of thought in this country, the principals of universities, did not come to us and make their suggestions with regard to youth; and also that the young men themselves did not come to us with any suggestions—all of which we would have taken into due consideration. I said to that young man who came to me, who should be praised, "I cannot send your brief to the members, because we have decided to accept only representations from organizations." But we would have appreciated representations from Dr. Cody of the University of Toronto, from Laval University of Quebec, from the University of Montreal, from the principal of McGill University, Dr. Douglas, from the principal of Queens, from the principal of the University of Manitoba—from the principals of all the universities of Canada. They would have been welcome. We would have gladly heard their representations and taken profit from them. But they ignored us completely; and afterwards they will complain that we are doing nothing for them. We will do something for them in spite of their carelessness. They shall be blamed, and blamed very severely, for ignoring the importance of the work that we are doing here; and I make no exception—Quebec, Ontario, the west and the maritimes just the same. That is what I have wanted to say for a long time, and I am sure, gentlemen, that you are all in agreement with me on that.

Shall we decide to sit to-morrow morning at ten o'clock? We still have Mr. Gilchrist's case to finish.

Mr. TOMLINSON: I think we had better start at ten.

The CHAIRMAN: I do not want to impose on you. It is pretty early. Would you agree to eleven o'clock?

Some Hon. MEMBERS: Yes.

The CHAIRMAN: All right, to-morrow at eleven o'clock, then.

The committee adjourned at 5.45 p.m., to meet again on Friday, June 10, at 11 a.m.









SV. Doc

24  
on

CAI XC2  
- 38C58

SESSION 1938

HOUSE OF COMMONS

SPECIAL COMMITTEE

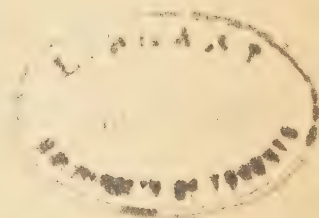
ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 28

FRIDAY, JUNE 10, 1938



WITNESSES:

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Mr. N. R. Boutin, Investigator, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938





## MINUTES OF PROCEEDINGS

FRIDAY, June 10, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock a.m., Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Deachman, Glen, Golding, Green, Hartigan, MacInnis, MacNeil, Mulock, O'Neill, Pouliot, Spence, Stewart, Tomlinson.—13.

*In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. A. Potvin, Commissioner, Civil Service Commission;

Mr. J. H. Stitt, Commissioner, Civil Service Commission;

Mr. C. V. Putman, Chief of the Organization Branch, Civil Service Commission;

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission;

Mr. G. T. Jackson, Investigator, Civil Service Commission, and

Mr. N. R. Boutin, Investigator, Civil Service Commission.

Mr. Deachman spoke on a question of privilege respecting his and the Chairman's remarks yesterday.

Mr. C. V. Putman was recalled and further examined.

The following correction in the evidence was approved:—

*By Mr. Putman,—*

Page 864, line 44, delete the words "employees or."

The Chairman made a further statement respecting Messrs. Letourneau and Barber of the House of Commons staff.

Qualifications of Messrs. Gilchrist, Medland, Cole, Boutin and Hawkins were placed on the record.

Witness retired.

Mr. N. R. Boutin was called, sworn, examined and retired.

Mr. Putman was recalled, further examined and retired.

The Committee adjourned to meet again Monday, June 13, at 4.00 o'clock, p.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 10th, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Good morning, gentlemen. We have a quorum.

Mr. DEACHMAN: I rise to a question of privilege.

The CHAIRMAN: Yes, Mr. Deachman.

Mr. DEACHMAN: Speaking in this committee yesterday the report shows that I said:—

Mr. DEACHMAN: Mr. Chairman, from my point of view we examined two, we have gained absolutely nothing from the examination of the two.

Then, Mr. O'Neill said:—

That also is your point of view.

Then I said:—

That is open to question, of course, from my friend's point of view. Now we have a suggestion from some of the members that we go on and examine this in the hope that we may gain something by multiplying five by nothing, or nothing by five, taking nothing five times.

In the afternoon session the chairman said:—

You compared all the members who voted on one side with nonentities. You said five times nought is nothing. You said that this morning, and I resented that very much. You cannot tell me anything. I do not care at all; it is like water on a duck's back. But when you say that to one of the members of the committee I feel it very deeply and it is on account of that I have spoken on these matters to-day.

Mr. Tomlinson then followed and replied that I had said what the chairman had claimed to have been said. I denied it emphatically and Mr. Tomlinson promptly accepted my denial. I have quoted this morning from the transcript of the evidence in order that I might present the proof, and with the request that the chairman withdraw the statement he made against me yesterday.

The CHAIRMAN: What do you want to be withdrawn, Mr. Deachman?

Mr. DEACHMAN: I want the statement to be withdrawn, the claim on your part that I said anything that was offensive to the members.

The CHAIRMAN: Well, Mr. Deachman, I will tell you I am glad to accept your explanation and it is satisfactory. I take it that way. You gave an explanation, which is very satisfactory. When a thing is said rapidly it is sometimes said without appreciation on the part of the one who says it as to the meaning it conveys, but you have explained it thoroughly and your explanation is entirely satisfactory to me. And, Mr. Tomlinson has no objection to it—

Mr. TOMLINSON: No.

The CHAIRMAN: And if I had known that before I would never have said it; therefore it is to our mutual advantage to be as clear as possible when we say things. I do not want to offend you, and I would not want you to offend Mr. Tomlinson, if your statement had had that meaning.

Mr. DEACHMAN: There is just one other sentence I want to add, Mr. Chairman. I appreciate very much your courtesy in making that statement—

The CHAIRMAN: It is just a matter of fair play. I am looking strongly for the truth in this matter and that is my aim. When I make a mistake I try to correct it at once, and I have no privileges, I am open-minded. I may make mistakes, but I am full of good will, and I want to find the truth.

Mr. DEACHMAN: There is a word I want to add.

The CHAIRMAN: Yes?

Mr. DEACHMAN: And it is that the suggestion that I had scolded members is I think a little bit extreme. It would hardly be possible for me to scold members or censure them in what they said. It was simply extreme criticism. I did not agree with the attitude you took. I did not criticize you, it was the attitude that you took.

The CHAIRMAN: Mr. Deachman, in this committee we have complete freedom of thought. I appreciate what you have said. You know how it is with me, I am quick, and perhaps quick to the point of excess at times; and I want the truth, and I try to help you in your work, and I do not try to impose my views at all on you, and I want you to see that. And, I want to take this opportunity, gentlemen, of congratulating you upon having a quorum in this committee yesterday which was the King's birthday. Even the house when it sat in the evening did not get a quorum, but there was a quorum in this committee here. I congratulate you gentlemen, and I am glad to see that you have such keen interest in this matter. And, to complete what I have to say I will tell you that I do not want to offend any one of you, and at times I may be quick—take me as I am. I am sincere in that; and I want to say that I hope it will go as well in future. Now, gentlemen, I thank Mr. Deachman for his explanation on that statement, which he made like the gentleman he is.

Now, I have a small correction to make in the report of the Citizen of last night. The report says:—

Mr. NELSON: The Ph.D. degree requires an intensive course of training.

Mr. POULIOT: In memory not in reason. You know most of these degrees are obtained by drinking coffee.

My correction is that they should not have used the word "reason," by itself; I said, "of memory, more than learning to reason."

Mr. C. V. PUTMAN, Chief of Organization Branch, Civil Service Commission, recalled.

The WITNESS: In the minutes of the meeting No. 24 at page 864 in reply to a question by Mr. Tomlinson I made this answer:—

Some were larger and some were smaller. But certainly in every instance they did not get all the employees or classifications they desired for them.

I used the words, "employees or," but then I corrected myself and used the word "classifications." I would ask that the words, employees or" be struck out.

The CHAIRMAN: That will be done.

I have just a few words to tell you about Mr. Letourneau and Mr. Barber. Mr. Barber is Letourneau's assistant and is receiving more than Mr. Letourneau does. Apparently Mr. Letourneau received \$150 a month before being made permanent. He was appointed in 1904—that would be \$1,800 a year. When he was made permanent his salary was lowered to \$1,080 per year, and he was three months without salary on account of the superannuation fund and actually he received \$1,440, and his assistant is paid \$5 a day and is temporary.

[Mr. C. V. Putman.]

He is not under the commission. His chief is under the commission at a salary which is much lower than that of the assistant. That is a thing which I think needs to be redressed. He is doing excellent work, and the situation seems to me to be strange.

*By Mr. MacNeil:*

Q. How are members of the accounting staff of the House of Commons classified and likewise the accounting staff of the Senate?—A. I haven't that information with me, I will look it up and bring it to you at the next sitting.

*By the Chairman:*

Q. The accounting staff of the house are under the Treasury Board, I think, are they not?—A. The Treasury board.

The CHAIRMAN: That is it, you will see the chart to the Treasury Board shortly and it will show you where the classifications of their service runs right through each department.

*By the Chairman:*

Q. When will we get those charts?—A. They should be ready some time to-day.

The CHAIRMAN: I waited until they were ready to send you both at the same time, the chart of the Treasury board together with the chart of the Department of Agriculture.

Mr. MACNEIL: And I also want to find out by what authority members of the Senate staff receive additional allowances, apart from their regular salaries, awarded under their present classification.

*By the Chairman:*

Q. Will you please add that to your memorandum?—A. Yes.

Mr. GLEN: Also you might tell us the reason why the House of Commons, or parliament, does not control the accounting department as well. Perhaps you might find out what is wrong, why they have dual members there subject to the Treasury board I understand, and also subject to the rules and regulations of the House of Commons. You might give a statement in regard to the whole matter.

The CHAIRMAN: Yes. That comes in under the change in the Audit Act. Before that amendment each department had its own accountant and now they are all under the Comptroller of the Treasury, in order to have better accounting. It is so much improved that two months after the end of the fiscal year I sent a note to the accountant of the Department of Finance asking what the exact debt of the country was and he could not tell me, his reply was that that information would be available in the course of a week or so.

Mr. TOMLINSON: I think there is one point we have overlooked, and that relates to temporaries. We had evidence here that as the regulations now stand not more than 20 per cent of any department should be temporary, and it has been suggested that we should recommend the taking in under the Act of the temporary-permanents, the long-term temporaries. I understand there are some cases of men who were formerly in the employ of the Interior Department and who within the last year or two have been placed on as temporaries. If we take that into consideration in our report I would like to see that these men receive the same consideration. For instance, those with ten years' service or over. I think this, that they served the government in the Interior Department and were retired and are now working temporarily, only one or two years. I think they should be taken into consideration also.



The CHAIRMAN: Yes. I understand that some of Interior lay-offs have been appointed to other departments.

Mr. TOMLINSON: Just as temporaries.

The CHAIRMAN: The long term temporaries on the house staff.

Mr. TOMLINSON: No, I am not talking about those, I am still speaking of the long term temporaries who were in the department and who were retired under an order-in-council and have not since then be replaced, or have only been replaced in the last year or two—the last three or four years—and I suggest that if we are to make a recommendation that all long term temporaries having a service of ten years or over should be taken in under the Act that we should take these men into consideration; because, after all, they did not retire of their own volition from the Interior Department.

The CHAIRMAN: No. Did you receive any request to the same effect from the House of Commons or the Senate, Mr. Putman?

The WITNESS: In connection with volunteer temporaries?

The CHAIRMAN: Yes.

The WITNESS: No. We have made representations. I understand that information has been supplied to the committee in connection with this. The commission has made recommendations on several occasions in connection with them.

*By Mr. MacNeil:*

Q. May I ask Mr. Putman to what extent his branch deals with the re-organization and re-classification of the Department of National Defence?

—A. In as far as positions which are under the commission are concerned, we have all of that under our supervision.

Q. I take it that the historical section is not under you?—A. The historical section is not, because there has never been a permanent establishment set up for them. There are I think three permanent positions.

The CHAIRMAN: It is very embarrassing, because if you take the report of the auditor general it does not show who are the permanent and who are the temporary employees. Therefore, it is of no use to us. We need the other report and the report of the auditor general.

*By Mr. Glen:*

Q. May I interrupt to come back to that return regarding the Senate and House of Commons officials? Can you make up a statement of the salaries that are paid to the officials of the Senate as compared with the salaries paid to officials in the House of Commons? I understand that there is a discrimination there; that the House of Commons officials are paid less than the Senate, and, if they are, we would like to know the reason why the Senate should have these privileges over the House of Commons.—A. Yes, I can prepare that statement.

The CHAIRMAN: Mr. Glen, I will give you for your own use, and I may file it later on, the report of the committee on national economy, Westminster, about the treasury board and the employees of the treasury being in that department. Westminster strongly objected to that for four reasons. I will supply you with that and afterwards, if you are interested in it, you may file it with the committee.

Mr. GLEN: Thank you, Mr. Chairman.

The CHAIRMAN: Gentlemen, we will now take the case of Mr. Gilchrist. It will be very short.

[Mr. C. V. Putman.]

*By the Chairman:*

Q. On August 11, 1920, did Mr. Harry Hereford, who is now director of unemployment relief, and Mr. C. G. MacNeil, dominion secretary-treasurer of the G.W.V.A.—who is an excellent member of our committee—and Mr.—— A. Thomas O. Cox.

Q. —then director of S.A. & A.P., assistant director of pay services, demobilization, rate Mr. Simmins and Mr. Gilchrist at 80 per cent?—A. Right.

Q. There was some correspondence with Mr. Ross of the City Hall, Toronto. Did you dictate that letter of March 11 that was sent in the name of Mr. Foran to Mr. George H. Ross of Toronto?—A. I presume I did; yes.

Q. I will not ask you to read the second paragraph of that letter, which was read by Mr. Nelson yesterday, but the last sentence reads, "There will be, as I believe Mr. Putman has explained to you, a rating made on personality, and I believe that this interview would possibly bring out a candidate's fitness for the position as to age better than in any other manner."—A. Yes.

Q. Will you please read Mr. George H. Ross' answer dated March 11, 1921?—A.

W. FORAN, Esq.,  
Secretary, Civil Service Commission,  
Ottawa.

DEAR MR. FORAN,—

*Re Senior investigator, education and experience.*

I am returning to you under separate cover, by registered post, the 28 examination papers which you sent me, all of which I have carefully examined, and now beg to enclose herewith my report on them, in duplicate.

In this connection I beg to point out that my reason for not using your form was that some of the papers were not numbered, thereby rendering your form of no value.

I have divided the applicants into groups according to marks and have arranged the names within each group alphabetically and not according to merit.

Owing to the limited number of marks allowed by your commission, I have found it somewhat difficult to draw as fine lines of distinction as would have been possible were a greater number allowed. I mention this because, in my judgment the first four names on the list—having regard to the requirements of the position—stand out above the others to a greater extent than is indicated by the difference in marks.

If a definite expression of opinion is desired upon any of the candidates, I should be only too pleased to furnish you with same.

I need hardly assure you that it is a pleasure to me to be of this slight assistance to you in your work.

Yours faithfully,

(Signed) GEO. H. ROSS.

*By Mr. MacNeil:*

Q. Was Mr. Gilchrist included in the first four?—A. No. Without reference, I think not.

*By Mr. Spence:*

Q. Was that an oral examination?—A. No, that was an examination of the candidates' education and experience.

*By Mr. Mulock:*

Q. Did he interview them?—A. No; he simply had a questionnaire form which they had filled out.

*By Mr. Tomlinson:*

Q. And Mr. Gilchrist was not included in the first four?—A. No, he was not.

*By the Chairman:*

Q. Education for Mr. Gilchrist; good, up to standard. Experience limited to one line and, therefore, of doubtful value?—A. Yes.

Q. And Mr. Ross thought that experience should be on more than one line. Of course, he finds that his education was good, because he had been attending McGill University from 1909 to 1912 and from 1913 to 1915, when he enlisted?—A. That is right.

Q. Who prepared those summaries of education and experience which are on the first page of each file?—A. I do not know.

Q. You do not know?—A. I do not know, no.

Q. It is done by the examination branch, probably?—A. It may have been done by the examination branch; it may have been done by the investigators themselves; I do not know.

Q. Did you give any instructions to have those made?—A. No, I did not. Because there is one on each file?—A. I did not.

*By Mr. Spence:*

Q. Was Mr. Ross at that time in the employ of the city of Toronto?—A. I think he was comptroller of finance.

Q. Was he appointed at that time?—A. I think so, yes.

Q. Why was he selected?—A. I could not tell you exactly why. I would presume that he was known to be a financial man, and perhaps he had offered his services to the commission at some time or other in talking to some person. I could not tell you. As a matter of fact, I might have suggested it. I worked for Mr. Ross 25 years ago, and I might have suggested it. I do not remember.

MR. SPENCE: He was a brilliant man, all right.

*By the Chairman:*

Q. We see something in the correspondence about Griffenhagen; was he a Griffenhagen associate?—A. Oh, he had nothing to do with them at all.

Q. He was selected by the commission?—A. He had been manager of the Bank of Ottawa in Toronto, and then he went to the city as financial comptroller.

Q. Now, Mr. Putman, you spoke about personality?—A. Yes.

Q. You know that Mr. Gilchrist stuttered?—A. Very, very slightly.

Q. But Mr. Gilchrist has acquired a lot of experience since the time that Mr. Ross said he had only one line of experience?—A. Well, he has had such good experience that I saw fit to recommend him when Mr. Bird resigned as my assistant.

Q. Instead of having one line of experience, he has had a lot of experience in his line?—A. I would say so.

Q. That is all right. Now, to finish what I said in the first place, was the classification of the civil service of Canada, list of classes or services, showing services, rank and code number approved by the board of the Civil Service Commission?—A. The individual classes were, but the compilation of that document was not approved by the commission, as such.

[Mr. C. V. Putman.]



Q. No, no, but I mean each one of those classes was approved by the board before being classified in that order?—A. I would say in every instance, yes. They could not get into the classification unless they were not only approved by the Civil Service Commission but approved by the treasury board.

Q. And therefore the board of the Civil Service Commission and the treasury board have approved the salaries of subordinates that are higher than those of the chiefs?—A. That is true.

Q. Now, with regard to Mr. Medland and the document which you read yesterday and which will be returned to you right now, I will ask you just a question. On his application Mr. Medland wrote in his own handwriting, "Diploma or degree obtained Inter. B.Sc., Lon." which means intermediate Bachelor of Science, London?—A. Yes.

Q. Which was taken for granted?—A. Yes.

Q. Reading the papers which you now have, will you please tell me if Mr. Medland was ever a bachelor of science of the university of London?—A. No, because he could not be a bachelor of science of London unless he had finished his course. He did not finish it. He only got an intermediate certificate. He cannot use the degree of bachelor of science.

Q. Therefore, it was a good thing for him not to swear that declaration, because he indicates himself as a bachelor of science, and he was not a bachelor of science.—A. Well, but the intermediate degree for that limits the application.

*By Mr. MacNeil:*

Q. Is that not the truth of the statement?—A. Yes; intermediate bachelor of science.

The CHAIRMAN: It is deceiving to those who do not know the meaning of it. Bachelor of science is known throughout the world.

Mr. TOMLINSON: Did he swear to that?

The CHAIRMAN: No, he did not swear; he declared it was the case.

Mr. MACNEIL: Mr. Chairman, you are not inferring that he made an untruthful statement, are you?

The CHAIRMAN: No, no; I do not say it is an untruthful statement, but I say it is a misleading statement.

Mr. MACINNIS: He had a certain amount of training along that line which he had to get into the record in order to get credit for it. He would have to show that.

The WITNESS: He has an intermediate certificate.

*By Mr. Hartigan:*

Q. There is no such thing as an intermediate degree of bachelor of science?—A. There is in England; that is granted from the London university.

The CHAIRMAN: Then that is finished. Now, in regard to Mr. Coles' file, I have made a summary of the whole thing. It is a summary of his experience which is made for the Civil Service Commission. It is not mine. It is made by the Civil Service Commission, and I have copies. I can show that to you gentlemen; and if you wish we will put it on the record. I can show you copies, and will pass them to members of the different parties. Will you please look at it and see if we will put this in the record, without reading it. It will save time. That was not prepared by myself. It was prepared by the Civil Service Commission. It is on the file.

Mr. TOMLINSON: After reading it, may we ask a question or two in connection with it?

The CHAIRMAN: You may ask any questions you wish. My idea was to submit it to you, and then if you are satisfied with it, let it go on the record. I will give it to the reporter and to the members of the press. There is nothing injurious in that.

Mr. MACINNIS: Why should it go on the file? Is it of any importance to us or would it help us in the making of our report? If not, why clutter up the file with material of this kind?

Mr. TOMLINSON: I do not know. If one case goes on, I think the other one should go on.

The CHAIRMAN: It is just the record of the education and experience of one man.

Mr. TOMLINSON: The rest have gone on the record, have they not?

The CHAIRMAN: It is not my work. It is just a copy from the statement of the commission which is right here.

Mr. GLEN: It would not be of any benefit to us to have this on the record, would it?

Mr. MACNEIL: It does not illustrate any point, does it?

The CHAIRMAN: No. It shows the experience, education and qualifications of Mr. Bertram Cole.

Mr. GLEN: It would be in the files of the committee.

The CHAIRMAN: We could put it on the record, if you wish.

Mr. GLEN: No, not the whole thing—just a reference to it.

The CHAIRMAN: No. Put it on like that, and it will save time; it will save the witness the trouble of reading it at the same time. I wanted you to be familiar with it. I am not going to do anything behind your back. I wanted to show that to you; then I have just two or three questions to ask outside of that, and that is all.

Mr. GLEN: Instead of putting it on the record, would it not be in order to just leave it on the file of the clerk of the committee?

The CHAIRMAN: Yes. But we have to inform the House about the competence and qualifications of the members of the organization staff, or of the organization branch.

Mr. GLEN: Suppose you put in on the record that a copy of the qualifications of Mr. Cole has been submitted to the committee with which they are satisfied, and instruct it to be left on the files.

Mr. TOMLINSON: I think it should go on the record.

The CHAIRMAN: I will ask the committee if you want it published as part of the evidence of Mr. Putman.

Mr. TOMLINSON: Yes.

Some HON. MEMBERS: Yes.

The WITNESS: Mr. Chairman, may I see it?

The CHAIRMAN: You may read it, Mr. Putman.

Mr. GLEN: We will take it as read.

The CHAIRMAN: No. I have nothing to hide here.

The WITNESS: May I see it? I do not want it to go on the record as my evidence if it is not.

The CHAIRMAN: You are perfectly right, Mr. Putman. Now that you have read it, if you will please give it back to me I will give it to the clerk and also a copy to the Reporter.

The summary referred to above is as follows:—

WBC:IKR.

25-3-38

WALTER BERTRAM COLE

Investigator, Organization Branch, Grade 3.

[Mr. C. V. Putman.]

(1) *Education Record*

Private School in England and in various Public Schools in New York, U.S.A.; London, Woodstock, Toronto and Ottawa, Canada.

Civil Engineering course with the International Correspondence Schools of Scranton, Pennsylvania.

Read as Student Member, Society of Civil Engineers, Montreal.

Subjects:—

Railroad, survey, location and construction work.

Surveying.

Routing of work and handling materials in various organizations.

Time and motion as applied to manufacturing. Relation of grouping, routing, lighting and ventilation to production.

Served short apprenticeships in several of the trades.

Extensive foreign travel in company with men of education and affairs.

(2) *Experience Record*

1901: W. E. Bailey, Architect, Ottawa—

Detail draftsman and upon occasion clerk of works.

1902-1904: British Linde Refrigeration Co., Montreal—

Drafting office experience in laying out plants under the supervision of Carl Volman. Also spent some time in erecting end for the purpose of ascertaining needed modifications of detail designs.

1904-1905: Sovereign Butter and Cheese Co., Huntingdon and Cookshire, P.Q.—

Most of time spent at Huntingdon erecting plant and afterwards in charge of same (10 to 15 employees).

1905-1906: Montreal Agent, Bitumastic Paint and Enamel, and Cordage—

Local traveller. Stroud Tea Company, Montreal—in charge of storing, blending, packaging, packing and shipping.

1906: C.P.R. Windsor Station, Montreal—

Under Auditor of Passenger Receipts, auditing and investigational work.

Engineering service, Construction Department. Work—drafting, profile, right of way plans and progress charts, etc.

1907-1908: C.P.R. Saint John, N.B., Divisional Engineer's Office—

Summer work—field draftsman and instrument man as required on relocation of line McAdam Junction to Grand Falls, N.B., and in charge of party of fifteen men in absence of chief.

Winter work—plotting line, etc., from field notes by Lats. and Deps. and by protractor.

1908-1911: Dominion Government, International Boundary Surveys—

Precise levelling.

1911-1915: Dominion Government, Department of Interior, Geographer's Office—

Plotting and map work in general.

1915-1918: Dominion Government, Department of Interior, Registration and Seed Grain Offices—

At times in charge of twenty men and women, searching and sorting and other central registry work.

Experience in every phase of the office work concerning the accounting and office work in connection with the distribution of seed grain through the Western Provinces.



1918 to date: Dominion Government, Civil Service Commission, Organization Branch; all investigator's work in connection with assigned departments; special investigation and other work as assigned.

(3) *Examination Record*

Competition 1888—Senior Investigator, Organization Branch, 13-1-21: Successful, competition held in abeyance.

(4) *Service Record*

July, 1917. Appointed—Draftsman, Department of Interior.  
 August, 1920. Classified—Senior Clerk, Department of Interior.  
 February, 1920. Transferred—Senior Clerk, C.S.C.  
 June, 1920. Appointed—Junior Investigator, Organization Branch, C.S.C.  
 April, 1921. Promotion—Investigator, Organization Branch.  
 April, 1930. Promotion—Investigator, Organization Branch, Grade 3.

(Signed) WALTER B. COLE.

Personal file CS-A-205.

No examination file as Mr. Cole was transferred from Department of Interior as Senior Clerk and subsequently reclassified as Junior Investigator.

(W. B. Cole)

Transferred from Interior Department 1920.

## CIVIL SERVICE COMMISSION OF CANADA

### REPORT FOR CLASSIFICATION

Name—Cole, W. B.

Present title—Clerk 2B.

Departments—Int., Accts., Rev.-Div.-Seed Grain.

Salary—\$1,600 year.

Line No. 91 IP Stephen Bldg.

1. Department—Interior.
2. Branch—Accounts.
3. Outside or inside service—Inside.
4. Location of your office or headquarters—Ottawa, Ont., on Stephen Bldg.
5. Customary title or designation of position or occupation—Supervisor of Land Office Correspondence.
6. Imm. superior: Name—J. C. Campbell. Title—Chief of branch.
7. Are you responsible for the direction or supervision of the work of others? Yes.
8. Titles, occupations, number of employees of each title and their names. Discharge clerks (3), J. C. Brown, C. W. Rooney and J. Barry.
9. What are their aggregate annual salaries? \$2,700.

### RECORD OF EMPLOYMENT

1. Astronomical Boundary Surveys. Leveller and topo. Br. Graphical Draftsman. 1907 Temporary. Starting rate —\$100 per month. Final rate—\$100. Date of changing or leaving position—1910 for transfer.
2. Geographers Br. as Compiling and Drafting. 1910 Permanent. Starting rate—\$1,200 year. Final rate—\$1,400. Date of changing or leaving position—1915, for transfer.
3. Accts., Rev., Div., Seed Grain. In 1915 as permanent at \$1,400. Married or single? Married.

[Mr. C. V. Putman.]

*Cole, W. B.*—

B. Nov. 1886

Jany. 19-20—Senior Clerk—

No:

Putman—I cannot approve of a higher qualification.

2/6/21—CVP/ELB

“On the basis of personal appeal, no recommendation for investigator can be made.”

Rec. from Foran: “I argue that this position should be reclassified.”

Yes:

Do—Dept. Rep. antidating

W.P. “App. to date of position list Junior Investigator—Recommend position be reclassified from some time in 1920.”

Emp. notified of decision July 8, 1921.

July 23/21 Junior Inv. 1800-1920

Retroactive—Oct. 7/21. Inv. from April 1/21—\$2,400.

*C. V. Putman*

Please let me have your recommendation in this case.

W. F.

Mr. FORAN,—Mr. Cole some weeks ago took this matter up with me. I told him that in view of the fact that higher positions in the O.B. were being advertised he should qualify for advancement to a higher class. Mr. Cole is doing very good work at this time and certainly has justified his classification as Junior Investigator but I cannot approve of a higher classification.

C. V. PUTMAN.

2-6-21

CVP/ELB

*Cole, W. B.*

As-A-109

Junior Investigator,  
Organization Branch,  
Permanent,  
Present salary, \$1,800.

Mr. Cole's appeal is based on the fact that he is at present doing investigational work and in sole charge of three departments, Marine, Naval Service, and Board of Pension Commissioners, and that he has exactly the same responsibilities as several of the other Investigators.

In considering the appeal, however, it has been the practice to confine appeals to the date of the official position list and changes which have taken place since that date should be dealt with by promotion or otherwise.

It is felt that Mr. Cole's duties up to the time of the issue of the position list on March 1st, 1920, could not properly be classified as that of Investigator. Mr. Cole in January or February, 1920, was assigned to work with Mr. Nelson on Board of Pension Commissioners and carried through the preliminary and final position lists. He did very well indeed in this work and on Mr. Nelson's recommendation was given further classification work to do, and on the retirement of Arthur Young & Company took over wholly the departments mentioned above.

On the basis of a personal appeal, no recommendation for Investigator can be made.

## PERSONAL APPEAL

Department—Civil Service Commission.	No. 260
Branch—Administrative.	Position No. 109
Name—Cole, W. B.	Classification—Jr. Investigator, Org. Branch.
Salary March 31-19.	Permanent.
Present salary \$1,800.	

## Original classification, showing changes and decisions—

Original classification was that of Senior Clerk. Took over work from members of Arthur Young and Company between Jan. and April, 1920. Previous to service with Organization Branch was with Dept. of the Interior; classified "Senior Clerk." Assigned to Organization Branch in Jan., 1919, to work on organization charts and generally assist in classification work. Original appeal disallowed in June, 1920.

## Classification now requested by employee—

Investigator, Organization Branch.

Do duties now being performed correspond to those shown on classification card—If not, why.

No. Mr. Cole was assigned to assist Mr. Nelson in the classification of the Board of Pension Commissioners and later when the representatives of Arthur Young and Company retired, took over the Marine and Naval Service Departments.

## Special observation, or Notes—

Employee notified of decision July 8, 1921.

Completed by prom. of W. B. Cole to Investigator from Apr. 1, 1921.

## Comments or recommendations of Deputy Head—

I agree that this position should be re-classified.

W. FORAN (Signed)

## Recommendation of Departmental Representative—

Investigator from shortly after issue p. list. Would recommend re-appraisal with antedating to final assignment of Marine, Naval Service, and B.P.C.

(signed) R. G. TIMMINS.

## Recommendation of O.B. Investigator up to date of position list—

Junior Investigator. Recommend position be reclassified from some time in 1920.

(signed) C. V. PUTMAN.

W.J.R., Chairman.

M.G.L., Commissioner.

Entered in Minutes Jun. 22 1921 EES.



## CIVIL SERVICE COMMISSION

CANADA

W. FORAN,  
*Secretary.*

OFFICE OF THE SECRETARY,  
OTTAWA, January 11, 1922.

NOTIFICATION OF DEPARTMENT  
PROMOTION

Entered on Record Cards

*To the Civil Service Commission*

You are hereby notified that in accordance with Section 45 of the Civil Service Act, 1918, as amended, the following promotion has been made by the Civil Service Commission:—

Name—Walter B. Cole.

From—Junior Investigator, Organization Branch (CS-A-109).

Salary—\$1,920 per annum.

To class of—Investigator, Organization Branch.

Salary—\$2,400 per annum.

Date effective—April 1, 1921.

W. FORAN,  
*Secretary.*

Noted

W P 12 1/22

The WITNESS: Mr. Chairman, I think there is one thing that I should correct, and that is with reference to Mr. Gilchrist. Mr. Gilchrist does not really stutter. There is a little hesitation sometimes because of his having been gassed; it is not really a stutter.

The CHAIRMAN: I did not see that as an objection.

The WITNESS: No; I know perfectly well that Mr. Gilchrist does not stutter, as a matter of fact. There is a little bit of hesitation in his speech sometimes.

Mr. MACNEIL: Mr. Chairman, should we have such a matter as that on the record? Mr. Gilchrist is a seriously disabled man.

The CHAIRMAN: We had it on the record by the fact that Mr. Putman has said that. It is all taken by the reporter, and it will go in as his evidence. I am not against Mr. Gilchrist.

Mr. MACNEIL: Reference to a man's disability is sometimes held against him.

The CHAIRMAN: Well, stuttering is not a crime. I tried to find a reason why he was treated unfairly; and I wondered if he was treated unfairly on account of that slight thing which, to me, is immaterial.

*By the Chairman:*

Q. Now, Mr. Putman, will you please look at the file and see—

Mr. MACNEIL: Is that Mr. Cole's file?

The CHAIRMAN: Yes, Mr. W. B. Cole's.

*By the Chairman:*

Q. On the second of June, 1921, did you write a memorandum to the effect that you could not approve of higher classification for Mr. Cole?—A. I find on the files a memorandum which was not signed but which apparently was dated by me, as follows:—

Mr. Cole's appeal is based on the fact that he is at present doing investigational work and in sole charge of three departments, Marine, Naval Service, and Board of Pensions Commissioners, and that he has exactly the same responsibilities as several of the other investigators.

In considering the appeal, however, it has been the practice to confine appeals to the date of the official position list and changes which have taken place since that date should be dealt with by promotion or otherwise.

It is felt that Mr. Cole's duties up to the time of the issue of the position list on March 1st, 1920, could not properly be classified as that of investigator. Mr. Cole in January or February, 1920, was assigned to work with Mr. Nelson on Board of Pension Commissioners and carried through the preliminary and final position lists. He did very well indeed in this work and on Mr. Nelson's recommendation was given further classification work to do, and on the retirement of Arthur Young & Company took over wholly the departments mentioned above.

On the basis of a personal appeal, no recommendation for investigator can be made.

Q. Yes. That is all right. And near that there is a memo from Mr. Foran to yourself to this effect; "Please let me have your recommendation in this case."—A. Yes.

Q. You have it?—A. Yes.

Q. What did you write underneath?—A. This is a memo to me in handwriting from Mr. Foran: "Please let me have your recommendation in this case. W.F." I wrote in reply:—

MR. FORAN,—Mr. Cole some weeks ago took this matter up with me. I told him that in view of the fact that higher positions in the organization branch were being advertised he should qualify for advancement to a higher class. Mr. Cole is doing very good work at this time and certainly has justified his classification as junior investigator but I cannot approve of a higher classification.

Q. The paper that you read in the first place is this one?—A. 2/6/21, yes.

Q. Yes, it is this one. Will you please read now this yellow sheet of paper?—A. This is a copy of what in 1920 we called personal appeals. After the classification was completed, employees were given the opportunity to appeal their classification, and a number of them took the opportunity to do so, among them Mr. Cole. This is his personal appeal from the classification which was granted junior investigator with the salary of \$1,800. Under the heading "original classification, showing changes and decisions," there is this:—

"Original classification was that of senior clerk. Took over work from members of Arthur Young and Company between January and April, 1920. Previous to service with organization branch was with Department of the Interior; classified "senior clerk." Assigned to organization branch in January, 1919, to work on organization charts and generally assist in classification work. Original appeal disallowed in June, 1920.

*Classification now requested by employee:* Investigator, organization branch.

[Mr. C. V. Putman.]

*Do duties now being performed correspond to those shown on classification card? If not why?*

No, Mr. Cole was assigned to assist Mr. Nelson in the classification of the Board of Pension Commissioners and later when the representatives of Arthur Young and Company retired, took over the Marine and Naval Service Departments."

Q. Special observations?—A. Special observations or notes—in my handwriting appear this: "Completed by promotion of W. B. Cole to investigator from April 1, 1921." This appeal was filed in 1920.

Q. Comments or recommendations?—A. Comments or recommendations of deputy head: "I agree that this position should be re-classified."

Q. Signed by whom?—A. Signed by W. Foran.

Q. Was Mr. Foran ever a deputy head?—A. Well, I suppose not.

Q. No.—A. But he was senior administrative officer, and this was always signed by the senior administrative officer.

Q. Yes. What was the recommendation of the departmental representative?—A. Recommendation of departmental representative: "Investigator from shortly after issue of position list. Would recommend re-appraisal with antedating to final assignment of Marine Naval Service and Board of Pension Commissioners."

Q. Yes; signed by whom?—A. By Simmins.

Q. Yes?—A. And the recommendation of the organization branch investigator: "Up to the date of position list, recommend position be reclassified from some time in 1920. Signed 'C. V. Putman.'" It was approved by the commissioners, Dr. Roach and Dr. LaRochelle.

Q. Yes?—A. On June 22, 1921.

Q. Then will you turn over a few pages, please, and find the notification of promotion to the department?—A. I do not know that I know which one you mean, Mr. Chairman. Oh, yes.

Q. This one, Mr. Putman. (Indicating).—A. Yes. Notification to department:—

*To The Civil Service Commission*

You are hereby notified that in accordance with section 45 of the Civil Service Act, 1918, as amended, the following promotion has been made by the Civil Service Commission.

Name, Walter B. Cole.

From Junior investigator, organization branch (CS-A-109).

Salary, \$1,920 per annum.

To class of Investigator, organization branch.

Salary, \$2,400 per annum.

Date effective, April 1, 1921.

Q. Therefore, April 1, 1921 was a few months before the date of your refusal of recommendation for investigator. The first paper that you read was of June 2, 1921—CVP/ELB at the top of the page?—A. 2/6/21, yes. But on the 7th of October, 1921, I did recommend him.

Q. Yes, I know.

Mr. MacINNIS: May I ask a question here, Mr. Chairman?

The CHAIRMAN: Yes.

*By Mr. MacInnis:*

Q. Am I right in assuming that your first recommendation had nothing to do with the man's qualifications; it was the way the appeal came before you?—A. Partly that and partly on the basis that he had not taken over the full duties of investigator at that time.



*By Mr. MacNeil:*

Q. His work had been entirely satisfactory as far as he had undertaken the responsibilities?—A. At that time, yes; which is borne out by the fact that in October, 1921, I did recommend him.

*By Mr. Tomlinson:*

Q. Why would you not recommend him in June, and then when you come along to October you do recommend him?—A. Well, I did not know whether Mr. Cole was going to work out satisfactorily. He was a new man and he had not accepted—he had not been carrying any of the major work; and as far as my memory serves me, I was not at that time really satisfied that he should get promotion. He had six months time to show what he could do; and at the end of that time I did recommend him.

*By Mr. Green:*

Q. What is his record since 1921?—A. It has been good. He has been carrying on as one of the grade 3 investigators for a considerable number of years.

Q. Has he anything against him at all? Is there anything against his record?—A. I have nothing; I know of nothing that is against his record.

Mr. MACNEIL: There is a point I would like to clear up arising from your remarks a few minutes ago, Mr. Chairman, when you suggested we would report to the House on the competence of the men employed in the organization branch.

The CHAIRMAN: Yes?

Mr. MACNEIL: I feel that, if that is the case, we should have more evidence than merely the examination of their qualifications as reviewed at that time. I would like to have some information as to how they are performing their duties at present, and to have an opportunity to decide for myself, personally.

The CHAIRMAN: I am at your disposal, gentlemen. He was not quoted by Mr. Putman. On the other hand, Mr. Putman quoted as examples of good work, some work done by Mr. Gilchrist in the customs, some work done by Mr. Boutin, and some work done by Mr. Jackson in agriculture. He did not give us any work from Mr. Cole.

Mr. MACNEIL: I find it difficult to see how we can form an independent judgment of their competence merely from this.

The CHAIRMAN: What you say is perfectly reasonable.

The WITNESS: I will have Mr. Cole, Mr. Chairman.

Mr. TOMLINSON: Now, Mr. Chairman, are we going to have the opportunity of examining the examiners also of the examination branch?

Mr. SPENCE: No, it would take a year.

The CHAIRMAN: I will tell you gentlemen, it would not take long to go through the other files. What I wanted to tell you is that we expected to be able to hear the civil service and the returned men on Monday, but it will be impossible to do so. Major Bowler told me to-day that he was going west for a few days and he will be here by the middle of the week.

Mr. TOMLINSON: I would like also to hear for a few minutes from the chief of the assignment branch. I would like to ask him some questions.

The CHAIRMAN: Surely, anybody you want.

Mr. TOMLINSON: That is very important.

The CHAIRMAN: We must come to an understanding that the evidence will be completed sometime.

[Mr. C. V. Putman.]

Mr. TOMLINSON: That is our difficulty.

The CHAIRMAN: I am ready to receive any suggestions you like.

Mr. GREEN: Apparently there is no question that Mr. Cole is not a properly qualified investigator and doing good work.

The CHAIRMAN: We have the evidence of Mr. Putman to that effect.

Mr. GREEN: Have you anything to the contrary?

The CHAIRMAN: I have nothing to the contrary. I did not say anything to the contrary either. What I did was, Mr. Putman has quoted examples of good work from three of his investigators, and these examples did not contain any reference to Mr. Cole.

The WITNESS: Mr. Chairman, I could quote examples of work done by Mr. Cole. He has done good work. The examples I was giving as illustrations related to specific pieces of work done by other investigators.

The CHAIRMAN: You have quoted what you considered best.

*By Mr. MacNeil:*

Q. Is it not true that in addition to the qualifications listed as to educational and other qualifications he has acquired experience of value and he is now an experienced investigator?—A. I think so.

The CHAIRMAN: Now, gentlemen, we have the case of Mr. Boutin. I will hand you copies of certain notes I have made and I will ask you to read them.

*By the Chairman:*

Q. Mr. N. R. Boutin is a member of your staff?—A. Yes.

Q. He has been there for some time and he was in the naval service during the war?—A. Yes.

*By Mr. MacNeil:*

Q. How many years has he been on your staff?—A. Since the early part of 1929 or the latter part of 1928.

Mr. SPENCE: Don't lose time looking for that, Mr. Putman.

The WITNESS: It is nearly ten years anyway.

The CHAIRMAN: And, pro forma, I would ask Mr. Putman to table the documents which have just been submitted for your perusal.

Mr. MULOCK: That would be all right.

*By the Chairman:*

Q. Will you please table those documents?—A. Yes.

The CHAIRMAN: That will be entered in the record.

N. R. BOUTIN

Primary School; Levis College—Commercial Course.

Private Professor John Byrne—English.

University of Toronto (Extension Course)—3 seasons—Lectures on Political Economy.

NOTE: I have studied privately and with guidance: Philosophy, History, Economics, Business Administration, Political Science, Public Administration and relevant subjects.

### *Experience*

C.P.R. SS. Co.

Stenographer—Clerk—Chief Biller—Accountant—4 years.

Purchasing—Routing Vessels.

Charge of Stores—Cyphering, etc.

Inspecting and preparing Secret Orders on Routing of Ships—4 years.

In charge of Issue of Code Books, etc.

Accountant—National Defence—8 years.

Investigator—Civil Service Commission—9 years.

### *Examination*

Written Examination of Investigator, Civil Service Commission, in 1928.

### *Service—*

Joined Royal Naval Canadian Volunteers in 1915 and served in Transport and Convoy Offices in Canada.

*Personal File*—CS-A-206.

*Examination File*—CS-A-206G.

### EXAMINATION REPORT

Name and Address: Norbert Romeo Boutin, Ottawa, Ontario.

Competition—Comp. 14596, Investigator (Bil.).

Date of Application, 27-8-28.

Date of Examination, 16-10-28.

Rating and E. L. Number, 18,867.

Successful, (yes or no).

O.A.S., (yes or no).

C. 1 Perm. Rat. 71.6.

Research Clerk 25-3-38—I.N.

(Date and Initials)

### DEPARTMENT OF THE NAVAL SERVICE

#### CANADA

JOBL/AS

Address reply to  
*Deputy Minister*  
and quote

OTTAWA, 2nd April /19

No: B 144

74340

SIR,—I beg to inform you that this Department has appointed Mr. Norbert R. Boutin, Warrant Writer, R.C.N., demobilized on the 4th February 1919, to a temporary position in the Accounts Branch of this Department, under the provisions of Section 26 of the Civil Service Regulations.

The employment of Mr. Boutin is necessary for the efficient carrying out of the work of the Department. This selection has been made without reference to personal or political considerations and strictly on the merit principle as between persons applying or available for the position. Mr. Boutin has satisfied the Department as to his qualifications and he is suitable as to age, character and habits. He has not been transferred from any other Department or branch of the Civil Service. The salary paid him is fair and reasonable and does not exceed the rates approved by the Department for the work upon which he is engaged.

Mr. Boutin has served as a Writer in the Canadian Naval Service since the 26th June, 1915, and has become efficient in the accounting work of the above service as a result of his work with the Department.

Prior to enlisting, he had three years' experience with the C.P.R. Steamship Company, part of which time he was employed as Accountant in Quebec. He speaks English and French fluently and is well educated.

[Mr. C. V. Putman.]



In view of the service which he is capable of performing in the Accounts Branch of this Department, and of the experience which he has had along the lines required, the Department has appointed him temporarily at a salary of \$1,200 per annum, under the above mentioned section, and I should be glad if you would kindly issue certificate to cover his temporary employment at that salary, for a period of six months from the 22nd March, 1919, salary to be paid out of war appropriation.

Yours truly

G. J. DESBARATS,  
*Deputy Minister.*

The Secretary,  
Civil Service Commission,  
Ottawa.

Issue cert. M.S.  
10-4-17

*Re:* Boutin, N. R.

### THE CIVIL SERVICE COMMISSION OF CANADA

Duties of new employee—Change in duties of old employee.

Name.....Boutin, N. R.

Dept, N. S.

Present title. Clerk

Salary Rate 1,200

Reference No. 68

Org. Un. NS-AC

#### STATEMENT By Superior

#### General information about employee's position

1. Dept..... Naval Service.....Branch..... Accounts.....  
Inside or outside service..... Inside
2. Location of office or headquarters..... Ottawa, Ontario.....  
Daly Building
3. By what occupation, name or title is this position usuall referred to? Clerk.
4. Imm. Superior: V. Barbes, Esq., Title: Head of Naval Section
5. Name of previous incumbent of this office? None.

#### 6. DUTIES

Assisting Head of Section in examining work returned from clerks, and ascertaining that all action has been taken before files are discharged.

*General Correspondent*—Assisting the various sub-sections in their correspondence as required.

Correspondence with public in regard to war-service gratuity, complaint etc.

E. B. 12-2-19

7. On what date did the employee begin the work described above? 22nd March, 1919.
8. Does the incumbent of this position have supervision over the work of others? No.
11. Age 23 years 11 months.
12. Starting salary? \$1,200 per annum.
13. How long have you been employed for the Dom. Govt.? Five months.
14. At what salary? \$1,200 per annum.
15. Difference between the above statement of your duties and the present work? No.

Signature of employee. (N. R. Boutin.)

26-8-19.

Approved by Imm. sup. W. B. Read of N. Sec.—27th August, 1919.

Examined by Head of Br. L. S. R.

Chief Accountant—27th August, 1919.

## DEPARTMENT OF NAVAL SERVICE

ACCOUNTS BRANCH

PAYLIST SECTION

### *Duties-Head of Subsection Outside Pay*

Supervision and Distribution of work of the Outside Service, viz,—

Radiotelegraph Service—Halifax Dockyard

Hydrographic Survey—Esquimalt Dockyard.

Fisheries Protection Service—Royal Naval Service

Tidal Service

Patrol Northern Waters of Canada

Attending to correspondence of the subsection in verifying letters written by assistants, and in dictating letters of a special or urgent nature.

Ascertaining what proper action has been taken on correspondence and documents and taking necessary steps as the case may demand.

Examining vouchers made by Junior Clerks and Clerks before initialling and ascertaining that charges are according to regulations, also seeing that vouchers show the correct information such as Appropriations, Votes, etc.

Preparing statements required for questions of the House and Heads of Branches, etc. Keeping up to date with Naval and Civil Regulations for the purpose of efficiently checking the work done.

To maintain the Accounting and Statistical Records for the Outside Service.

Examining and certifying all Paylists of the Outside Service.

Examination and responsibility for entries on Pay Cards as to appointments, promotions, discharges and Civil Service Commission's authority.

Semi-monthly return to the Civil Service Commission regarding employees resigned, discharged, etc., for both Inside and Outside Service.

Supervising the auditing of paylists of staffs, trades and labours at H.M.C. Dockyards at Halifax and Esquimalt, also miscellaneous civil paylists of employees or crews on minor duties as crews on tugs, drifters, etc., which are paid through cash accounts.

Special work as balancing bonus statement with books, etc.

*Do not write about more than one subject in the same letter*

B

Address reply to Deputy Minister and quote No. B144

OTTAWA, 11th October, 1921.

C. S. Commission

Central Registry

File 9964-2

Oct. 13, 1921

To O.B.

318704

SIR,—I have to inform you that this Department wishes to have the position occupied by Mr. Norbert R. Boutin, N.S. Ac. 68, Head of Outside Division, Paylist Section, Accounts Branch, classified as Senior Account Clerk, reclassified.

[Mr. C. V. Putman.]

The reason for this request is owing to the fact that Mr. Boutin's position was classified under the old classification schedules for Accountant Officers and that under the grades authorized by Order in Council P.C. 50, Mr. Boutin's position should be classified under one of the said new schedules.

A statement of Mr. Boutin's duties is attached for the enclosed information of the Commission.

I am, Sir,

Your obedient servant,

T. F. McVEIGH,

*For Deputy Minister.*

The Secretary,  
Civil Service Commission,  
Ottawa.

(Copy)

318704

## DEPARTMENT OF NAVAL SERVICE

### ACCOUNTS BRANCH

### PAYLIST SECTION

#### *Duties of Head of Sub-section*

Pay, Allowances, Records, etc., for Outside Civil Employees of this Department, viz:—

Radiotelegraph Service, Hydrographic Survey, Fisheries Protection Service, Tidal Survey, Patrol of Northern Waters and Civil Employees of both Dockyards and Royal Naval College of Canada, amounting to approximately \$1,000,000 per annum, and entailing the monthly Audit of 1,500 payments controlled by Civil Service and Departmental Regulations, and requiring a thorough knowledge of all Acts and O.C's, etc., affecting Pay and Allowances of Civil Servants.

#### *Periodical Duties*

Responsibility for monthly Advances on account of pay to outside Civil Establishments.

Distribution of incoming correspondence, vouchers, cheques, etc., to assistants concerned.

Responsibility for action taken on outgoing correspondence, vouchers, cheques, etc.

Responsibility for distribution of charges affecting pay, wages, etc.

Responsibility for correct rates of pay to all outside employees.

Responsibility for proper and complete audit of all salaries, wages, etc., paid to outside Civil employees.

Responsibility for correct insurance and Retirement Fund Deductions and Remittances.

Responsibility for the maintenance of proper records.

Dictation of all correspondence. Preparation of Journal Entries relating to this Division, and proper handling of refunds, etc. General supervision of all work. Preparation of statements such as bonus for the Auditor General, statistical information for the House and data as required by the Chief Accountant.

Installation of system to provide for consequences of Orders in Council, Acts, etc., such as Blanketing-In Order in Council and Retirement Act.

Mr. MacNEIL: If you have completed the evidence, could we have a statement from Mr. Putman now as to whether Mr. Boutin's services were satisfactory or not.

Mr. MULOCK: He has already said that they are.



*By the Chairman:*

Q. And the file you have produced relates to the gentleman you have referred to, and the gentleman to whom you referred in the first instance as having done very excellent work?—A. He has done excellent work along accounting and machine lines. He specialized in accounting procedure.

Q. And in finance?—A. In the handling of the Comptroller of the Treasury service, and in other portions of the service where accountants or financial men are engaged.

*By Mr. MacNeil:*

Q. May I ask one or two questions there? If he is sent out to deal with requests for reclassifications and if he is conducting a survey is he required to discuss the duties of the post with the employee as well as with the chief of the branch?—A. That is what his instructions are—and those are not special instructions, those are general instructions; that the investigators are to see every employee and when they have seen the employees to discuss the matter with the head of the branch and with the chief of the department.

Q. The complaint has reached me, and I would like to know how you dealt with that; the complaint has been made to me that the investigator goes in and speaks in French to the chief of the branch and the employee does not know the nature of the discussion, and subsequently the investigator does not personally examine the employee as to his qualifications for and understanding of the position.—A. If that is the case the investigator has not carried out his instructions.

Q. He is required to do more than just sign a form in the presence of the candidate?—A. Yes, sir. The investigator is supposed to listen to everything that the employee has to say in connection with the reclassification of his post.

Mr. HARTIGAN: I would like to ask Mr. Putman a question—

The CHAIRMAN: Just a moment, please, Mr. Hartigan. The point Mr. MacNeil raises reminds me of my younger days. When my parents did not want me to understand what they said, naturally I spoke French first, they spoke English between themselves; and I strongly objected to that because I did not know what was the subject matter of the conversation.

*By Mr. Hartigan:*

Q. This is along the line of what Mr. MacNeil was just asking; that the investigator would not discuss things with the employees, that he was unapproachable?—A. I would say that that would not be so, because that is the duty of an investigator, to talk to the employees and find out.

Q. We know what the candidates say. I am asking you if you have had any criticisms or reports that this man refused to do that with the employees.—A. I have, on one occasion that I remember. I heard a complaint from some of the members of one department who were all doing the same kind of work, that the investigator had not investigated each individual job. There were probably 24 or 25 people engaged in doing exactly the same kind of thing, and he saw probably half a dozen of them and saw that they were all doing the same thing and thought it wasn't necessary to go to work and investigate the same job over and over again.

*By Mr. Tomlinson:*

Q. It is a unit survey now, isn't it, in your reclassifications?—A. Yes, and he would see all of the employees; at least those are his instructions. There may have been the old instance I do not know of where the investigator did not see all of the employees.

Q. What do you do when you receive a complaint?—A. We try to adjust it.  
[Mr. C. V. Putman.]

Mr. SPENCE: You get a new investigator, don't you.

The WITNESS: I investigate the work of the investigator.

The CHAIRMAN: Mr. MacNeil, did you have any particular complaint in mind that you wanted to bring up there?

Mr. MACNEIL: No.

The CHAIRMAN: Was there not something about Mr. Boutin speaking French to the chief of the branch about some matter and not interviewing the employees?

Mr. MACNEIL: I was informed—I cannot certify it—that he interviewed the chief of the branch with regard to the duties of the employees, and that he spoke in the French language and the employee was not able to understand what was being said, and later the employees did not have an opportunity of showing Mr. Boutin the nature of the work being performed.

The CHAIRMAN: Mr. Boutin in right here, perhaps we had better hear from him?

Mr. BOUTIN: I would be glad to make an explanation.

The CHAIRMAN: It seems important. In other similar cases members of the committee have insisted on that. Mr. Glen the other day said that Mr. Jackson should be present when the complaints with respect to him were being heard. If there is anything that Mr. Boutin can help us clear up I am ready to have any explanation he would care to give.

Mr. TOMLINSON: I would suggest that he might give his explanation right now, that he be sworn and make a statement.

The CHAIRMAN: You don't mind, Mr. Putman?

The WITNESS: Not at all.

Witness retired.

Mr. N. R. BOUTIN, Investigator, Organization Branch, Civil Service Commission, called and sworn:

Mr. TOMLINSON: Before we proceed with Mr. Boutin I would like to make a statement here. This whole investigation of the civil service set-up, I mean the set-up of the Civil Service Commission and its employees, leads me to suggest that it would be most desirable for the chairman of the Civil Service Commission to obtain from the chiefs of the several branches a rating on the employees each year so that it would be available when a committee on civil service matters might be sitting. Such a committee would then have first hand knowledge as to the efficiency of that organization.

The CHAIRMAN: Will you please mention that in the letter you are writing.

*By the Chairman:*

Q. Mr. Boutin, you are an investigator in the organization branch?—

A. Yes, sir.

*By Mr. MacNeil:*

Q. You are a bilingual investigator?—A. Yes, sir.

Q. Will you explain to the committee your procedure on going to a department where there are French employees and English employees?—A. I appreciate that this is an important point, and I appreciated that from the very first day that I became an investigator.

It is important on both sides that in my position I should satisfy those who speak French and, at the same time, take care to satisfy those who speak English. Now I admit right away that almost invariably I do speak French

to the French-speaking people and English to the English-speaking people. Sometimes I make a mistake. I may have a name like Paquette and think he is French-speaking, whereas he is English-speaking.

To come to the point that Mr. MacNeil has in mind, he has in mind where I might discuss probably the merits of a particular position with the supervisory officer in a language that is not understood by the occupant of that position. I have to go back to the actual practice a little bit in order to give a satisfactory answer. I propose to give you an answer of what takes place, and you can judge.

In my departments now, I am very familiar with the work. In fact, I can say that hundreds of clerks in the service and officers operate under the systems that I worked out myself in every detail and which were applied. That has been over a period of years. Now, when I am called upon to make a survey in those places for classification purposes, I obtain through the regular channels, in accordance with the requested procedure, that is, the procedure demanded by the commissioners, full written information on the duties of everybody; and, in accordance with that procedure I proceed with the necessary functional chart which gives the broad details.

I enter an organization in a unit, as I tried to illustrate a moment ago, where the practice might have been established by me, and I will go from employee to employee, and my main object is not to understand what they do. I know that. My main object is to satisfy them that we have made a fair effort to get their side of the picture.

This is how I proceeded exactly three months ago in a large department. I had the duty sheets in front of me, and I find it preferable to carry this out in front of a supervisor to save my time. And I would ask the employee, "Is this your duty?" He would invariably say, "Yes"; and later on they tend to say, "Well, my supervisor was there and the best thing for me to say was 'yes'." So I say, "Are you sure that is your work; you are expected to say the truth; your chief wants you to say the truth?" They do not want to hide anything, they may have forgotten something, and I will repeat and repeat.

On the last occasion I had about fifty duty sheets changed. They were all on minor things, but to satisfy the employees we embodied those changes.

If the employee is French-speaking, sir, I would say that to him in French in front of an English-speaking supervisor. If the employee was an English-speaking employee, I would say that to him in English in front of a French-speaking supervisor. I do not discuss with those supervisors, those are the intermediate supervisors, when the employee is present—I do not discuss with those officers the classification that should apply. There is a good reason for that. It is because while they know what their men do and can explain their work, they are not competent to pass judgment on classifications because the picture that is in front of their eyes is limited to ten or twenty employees. When we classify, the picture must be much broader; it must at least include the whole branch.

Now, when I go to the supreme chief of the branch to discuss, we will say, classification, he may be French-speaking or English-speaking. If he is French-speaking, I speak French, and there are no clerks; there are no intermediate officers.

But I would like to emphasize at this point that I do not discuss directly what grade should apply. I discuss the relative merits of a position as compared with another position, and through that discussion we complete the information of the investigator; at least I complete my investigation, because in a discussion of that kind certain points tend to come out which the employee himself will not have brought out or which are not on the duty sheet.

I may say further, Mr. MacNeil, that in this particular branch that I have in mind now—you may have the same one in mind—there is a large number of

[Mr. N. R. Boutin.]



French-speaking employees there. In the past, I have had some difficulties, although I made extraordinary efforts to be fair and generous, yet to keep within my responsibilities. The employees were led to believe that the commission was responsible for the failure to provide a re-classification here or there, and on this last occasion I would not discuss with anyone, not even the supreme chief. I say "I" merely to limit my remarks to my own efforts; I do not want to include others.

Although you are familiar with a department, there are always many things on which you must refresh your mind, and changes tend to take place all the time, and I come back to my desk in the commission and write officially to the department giving them the views of the investigator on every position, urging the department to call our attention to any omissions. We invite them to place in writing the views of the department with a view to eliminating such complaints as you may have had, Mr. MacNeil, and such other complaints as you know arise.

The CHAIRMAN: Are you satisfied with that, Mr. MacNeil?

*By Mr. MacNeil:*

Q. When the conversation with the chiefs or the chief supervisory officer is in the French language, which excludes from the discussion a subordinate who cannot understand French, do you then take time with the employee desiring a re-classification to examine his duties, apart from the confirmation of those duties which may appear on the charts? Take for instance the work of an accountant, do you ascertain what the volume of entries may be in his ledger?—A. Yes.

Q. Also the number of cheques he may have to sign, or whether he has to meet the public and make important decisions? In addition to the information which appears on the chart, do you take time with the employee to get a full picture of all the duties he performs? I think that is where some dissatisfaction exists; that this conversation goes on in French and they are unaware of how their duties are reported, and that when you interview them they may feel they do not want to get in wrong with the chief, yet at the same time they would like you to spend some time in examining the nature of their work more thoroughly.—A. I will try to answer that point again. I appreciate the difficulty there, and I think you will appreciate our difficulty too. If you like, we can take the accounts branch, which you had in mind. There are two ways of ascertaining the facts, that is, the facts of the work as you mentioned them, the volume of the work, the nature of the work, and so forth. You can go from individual to individual and extract all that and connect it up. That is what I did as an amateur or as an employee not intimate, let us say, with a particular branch. But as you gain experience in investigation work, you find you can do your work ten times quicker by extracting these facts in a more systematic way. Before I would enter the accounts branch I would draw, if I did not know it, the auditor general's report; and there I would get a first class idea of the nature of the expenditures, the volume of the expenditures and all their ramifications; similarly with the revenue. Then I would see by looking at the chart that that is where an audit of the accounts is carried out. I would have a little section of two, three, five or eight employees who audit the accounts for that particular department. They are a section of the accounts branch. When I enter that particular section I know their total expenditure, I know the nature of their expenditure and, before entering it, I will pass through the cheque writers and there I will extract the total number of cheques.

I am telling you the exact facts of how I proceed so as to enable you to come to a decision in respect of them. I go to employee No. 1 and see his duty sheet. I verify the extensions. I see that the signature or the authorization

of expenditure by an administrative officer is there, and the employee says, "When I have done that, I am through." So I say, "Is this correctly your work?" I think I understand it, and I say, "I am satisfied as long as you are satisfied that that is your work." Very often I have said to them, "I want you to take my word that I understand your work, and if you think I do not we will go into it, and it will be a pleasure for me." I am speaking now of branches and of functions and of duties with which I am familiar.

If I were entering a branch that I knew nothing about, I would have to spend very considerable time, sir, with the employees—very considerable time in order to extract the facts and establish the links themselves and connect them up in the logical order, not because the employee is the best person to give you that. It is a tremendous waste of time to study the responsibilities of the place and the distribution of responsibilities, and so forth, directly through the junior employees; but I have found, unfortunately, in a number of instances, that the supreme chief is not sufficiently familiar with all these details to give me the picture.

Is that reply satisfactory, sir?

*By Mr. Glen:*

Q. When you make your submission to the chief of the branch which you are investigating, do you also communicate with the employees with regard to your report and the facts you have found and ask them if these are not correct that they should make their submissions to you?—A. I am afraid I do not understand you perfectly.

Q. I understood you to say that sometimes you found occasion to make a report and send it back to the chief of a branch stating that you had arrived at certain conclusions and asking if these were correct.—A. Yes.

Q. Do you also at the same time have any communication with the employees themselves to see if your investigation incorporates their suggestions? Do you do that?—A. No, sir; I do not ask the employees themselves for their suggestions on classification.

Q. I think you suggested or indicated earlier that employees might make an answer "Yes" because of the fact that their supervisory officer was in their presence and they did not want, as it were, to criticize their supervisor?—A. Yes.

Q. Have you ever, therefore, considered that you might have been doing an injustice in that you did not get the facts from the supervisor because of the fear the employees had of their particular chief officer?—A. As a rule, I can say that it is my belief the clerks in the service do not wish to correct those written duties in front of their supervisor. Where I got them corrected it was due to the fact that I knew them fairly well. I try to make them feel as comfortable as possible.

Q. When you go to a department you are very much concerned to see that the employees' point of view is presented honestly and accurately to you? You make sure of that point?—A. Yes, sir. I may say, sir, that I have been a clerk myself—I use that in a broad sense—and because of that perhaps I am a little weak; I show to the junior employees a little weakness, which you will understand is human.

Q. You give them favourable consideration?

*By the Chairman:*

Q. Favourable to the employees?—A. Yes, the best I can.

Mr. TOMLINSON: Next file.

[Mr. C. V. Putman.]

C. V. PUTMAN, recalled.

The CHAIRMAN: I will now deal with the file of Mr. Hawkins, and I have a memorandum here which I will show to the members of the committee.

Mr. TOMLINSON: All right, let us get on with this file, Mr. Chairman.

The CHAIRMAN: All right. I will ask just a few questions.

Mr. TOMLINSON: This is the jewelry man?

The CHAIRMAN: Yes. Will you please let me have that copy. I would like to file some papers, and that is all.

*By the Chairman:*

Q. Now, Mr. Putman, Mr. Hawkins is in your branch?—A. Yes.

Q. Will you please table Mr. Thivierge's memorandum to the assistant secretary dated May 14th, 1926? It is on file. Then there is another memorandum from Mr. Bland, who was then assistant secretary and chief examiner, which was approved by the three commissioners, and dated September 2nd, 1926, refusing employment to Mr. Hawkins in the Post Office Department?—A. Yes.

Q. And then a letter from Mr. Harthy Hawkins dated April 4th, 1929, to Mr. Bland?

Mr. MULOCK: What kind of employment was it in the Post Office Department that he was refused—employment as postal clerk?

Mr. TOMLINSON: Postal clerk.

The CHAIRMAN: Yes, postal clerk.

*By the Chairman:*

Q. And in that memorandum it was stated that authorization of his employment was contrary to subsection 3 of section 43 of the Civil Service Amendment Act, 1919?—A. Yes. He had not passed any examination.

Q. Yes. And on April 4, Mr. Harthy Hawkins wrote a letter to Mr. Bland. Will you please file that?—A. Yes.

Q. Then there is a memorandum which is not on this file, regarding the temporary employment in the Post Office Department—it is on your file, but not on this one, regarding granting temporary employment to Mr. Hawkins in the Post Office Department for six months from May 14. Is it 1926?—A. There is a memorandum of Mr. Bland's on September 2, 1926.

Q. From May 14, 1929?—A. That is right.

Q. Will you please summarize it?—A. It is simply a notification to the department that we have certified T. H. Hawkins as postal helper in the Post Office Department for six months from May 14, 1929.

Q. Did he pass any examination at the time?—A. Yes; he had passed an examination for postal helper in June, 1927.

*By Mr. Green:*

Q. Was that eligible list standing two years later when he was appointed to the position?

The CHAIRMAN: Please answer Mr. Green's question about the eligible list?

The WITNESS: I would presume that the eligible list had been extended.

*By Mr. Tomlinson:*

Q. In other words, the chief of the assignment branch might give us more information on it, might he not?—A. Yes. He could tell you more about this particular assignment than I can.

The CHAIRMAN: Yes; and Mr. Hawkins applied as junior investigator on July 30, 1929.



Mr. TOMLINSON: I would like that eligible list to be produced. I would ask, Mr. Chairman, that in this case the eligible list be produced.

The CHAIRMAN: The eligible list with the certificate of extension.

Mr. TOMLINSON: Yes, I would ask to have it produced in connection with that.

Mr. GREEN: We want to find out too whether he was the top man.

Mr. TOMLINSON: Yes.

The WITNESS: Yes. Mr. Hawkins made an application for junior investigator dated July 30, 1929.

The CHAIRMAN: Yes. On September 25 of that year he resigned from the Post Office Department to accept a position in the Civil Service Commission.

*By Mr. Mulock:*

Q. And what position did he hold when he resigned? Does it state that?—

A. He was apparently holding this position of postal helper.

*By Mr. Green:*

Q. Temporarily?—A. He was apparently temporary postal helper in the Post Office Department.

*By Mr. Tomlinson:*

Q. What are the duties of a postal helper?—A. At that time he might have been given any one of three kinds of work to do; he might have been a letter carrier, a mail porter or a postal clerk.

*By Mr. Green:*

Q. Can you find out which he was?

*By Mr. Mulock:*

Q. Which was he?—A. I do not know.

*By Mr. Green:*

Q. Could you find that out?—A. I could by asking the Post Office Department, yes.

Mr. SPENCE: It would take too long.

Mr. MULOCK: We will find out.

Mr. GREEN: We want to get this information.

Mr. TOMLINSON: I think we should have that information.

*By Mr. Green:*

Q. Did he pass a examination for investigator?—A. Yes.

The CHAIRMAN: There is a certificate, a medical certificate, of August 5, 1930, regarding his total incapacity.

Mr. GREEN: Could we find out whether or not he passed this examination in 1929 for investigator?

The CHAIRMAN: Oh, yes.

The WITNESS: Yes, he did.

Mr. GREEN: How did he stand on the list?

Mr. TOMLINSON: In 1929?

Mr. GREEN: Yes. He applied in 1929 for the position of junior investigator.

[Mr. C. V. Putman.]

*By Mr. Mulock:*

Q. How many tried the examination?—A. I have not got that.

Mr. TOMLINSON: When was he actually appointed as junior investigator?

The CHAIRMAN: He was appointed junior investigator a short time afterwards, on September 25, 1929. He applied on July 30 and he was appointed on September 25.

Mr. TOMLINSON: Have you got his experience?

The CHAIRMAN: His experience is just coming.

Mr. GREEN: Mr. Chairman, I think we should get the information with regard to that examination, and how he stood on the eligible list for investigator. He is appointed two months after he applied.

The CHAIRMAN: Mr. Putman said that he passed an examination for postal clerk.

Mr. TOMLINSON: I would like to find when he was appointed postal clerk. I would like that eligible list.

Mr. MULOCK: Was he appointed as postal clerk? He was appointed as postal helper.

Mr. TOMLINSON: Well, postal helper or whatever it was.

Mr. MULOCK: There is a difference in the examination between that for postal clerk and that for postal helper.

Mr. TOMLINSON: We will have the postal helper too.

The CHAIRMAN: We will have the eligible list for both positions.

Mr. TOMLINSON: Both positions.

The CHAIRMAN: And certificate of extension—a copy of the certificate of extension for the first list and then the eligible list for the second position of junior investigator. Does that satisfy you, Mr. Green?

Mr. GREEN: Yes.

Mr. TOMLINSON: When that is provided.

*By Mr. Mulock:*

Q. The postal helper's examination is not as hard an examination as that of postal clerk?—A. I think it is exactly the same examination. A postal helper qualified at that time, if he got a high enough rating, for postal clerk.

Q. That is not so now?—A. No; because the class of postal helper has been entirely dispensed with.

Q. You call him a letter carrier?—A. We call him a letter carrier, mail porter and postal clerk. But at that time, as I understand it, the examination for postal helper, if the grading was high enough, qualified for appointment for promotion to postal clerk. They did not have to try another examination.

Q. In order to avoid any misunderstanding, you are not having the same examination now for letter carrier as you have for postal clerk; there are two different examinations?—A. Yes. I said "at that time."

Q. Yes, at that time.—A. Yes.

Mr. MACNEIL: Subsequently he passed an examination for postal clerk.

*By Mr. O'Neill:*

Q. What is a mail porter?—A. A mail porter is a man in the Post Office Department who looks after the bags and looks after getting all the bags from the racks to the trains, and that sort of thing.

Mr. TOMLINSON: Upon the truck.

The WITNESS: All right.

*By Mr. Mulock:*

Q. Does he take the same examination for porter as he does for letter carrier?—A. Exactly; right. They try to get huskies to do that.

*By the Chairman:*

Q. Is LaSalle Extension University of Chicago a university of repute according to the Civil Service Commission?—A. I do not know why you make that statement, Mr. Chairman.

Q. Because there is a letter here, which I ask you to table, from the business management staff of LaSalle Extension University dated July 17 to yourself.

Mr. MULOCK: From Chicago?

The CHAIRMAN: From Chicago, yes.

*By the Chairman:*

Q. Would you please table that letter?—A. Yes.

*By Mr. MacInnis:*

Q. Is it not true that prior to that he graduated from Queens University in the Department of Commerce?—A. Yes.

The CHAIRMAN: Yes, I am coming to that. I want to say everything that is there in justification of the man.

*By the Chairman:*

Q. Now I ask you about medical certificate dated August 5, 1930. It is marked by an envelope. I do not want to know the details; it is no shameful disease or anything. The only thing I want to know from that certificate is does it mention total incapacity?—A. Yes.

Q. But temporary only?—A. For a period from May 29 to July 25.

Q. Yes, it was only temporary?—A. If I remember correctly, Mr. Hawkins went into the hospital to have an operation at that time.

Q. No, no. It was temporary?—A. Yes.

Q. Not permanent?—A. Oh, entirely temporary.

*By Mr. MacNeil:*

Q. He recovered?—A. Yes.

*By the Chairman:*

Q. Before we reach another point, will you please tell me what that document is? It is signed by a rubber stamp showing the signature of Mr. Foran. Will you please read it?—A. Well, I do not know what the purport of it is.

Q. It is supposed to be made in stencil?—A. It says:

"In connection with the attached notification of appointment, you are requested to call at the office of the Civil Service Commission, room 152, Hunter Building, before reporting to the department in question.

Unless you comply with this request within forty-eight hours, a new assignment will be made to the vacant position." Then in some person's writing is: "Thomas H. Hawkins, C.S.A., 213."

Q. It appears to be the rubber stamp of Mr. Foran.—A. It would almost seem to me—I am guessing at it. I cannot answer the question. I do not know in what connection it is.

Q. Did you see papers like that in stencil used as forms?—A. I presume that it has been used that way by the assignment branch in notifying people of positions.

[Mr. C. V. Putman.]



*By Mr. Green:*

Q. What office is that,—room 152?—A. Room 152, I think, is the inquiry room of the Civil Service Commission.

*By the Chairman:*

Q. And what is 213?—A. I would presume that paper has been put on file considerably after this time, because that is Hawkins' file number, and his first name is Thomas—Thomas Hartley.

Q. What was the requisition for permanent employment. Will you please read the special qualification requirement?—A. Special qualification requirements for position: "This appointee should possess the following special qualifications as to:

Education—equivalent to university graduation.

Experience or technical proficiency—preferably one year of experience in business or engineering or investigational work.

Place of Residence—Ottawa.

Sex—Male.

Other qualifications—a written examination in addition to rating on education and experience."

*By Mr. MacInnis:*

Q. What is that application form?—A. This is an application which I made out when I got authorization for a new position of junior investigator, which I signed and which Mr. Foran signed, which is the ordinary form that would come from a department.

*By the Chairman:*

Q. There is a place somewhere in the file where I have seen this (indicating)?—A. That?

Q. Yes.—A. I can show you that. I saw that on an application form this morning.

Q. Will you please read the qualifications written in his own hand in his application form? It is of what date?—A. This is his application form dated 30th July, 1929.

Q. For the position of junior investigator?—A. For the position of junior investigator, yes.

Q. Will you please read it?—A. The qualifications read:—

I have clerked in various places of business—novelty jewelry, electrical contracting, C.O.D. inquiry office of the district superintendent, Toronto, I also spent one summer in a photographic establishment of this city. I am rated as a bilingual in the Post Office Department, and in addition speak and write Spanish.

*By the Chairman:*

Q. Will you please file this summary of his education and experience?—  
A. Yes.

The summary is as follows:

#### CIVIL SERVICE COMMISSION OF CANADA

May 14, 1926.

#### *Memo to Assistant Secretary*

Re—Post Office Department's request to employ Mr. Hartley Hawkins as temporary Postal Clerk in the Ottawa Post Office during the annual leave of the staff.

Mr. Hawkins has not passed any Civil Service examination and there is a large number of qualified candidates on the Postal Helper eligible list.

Will I advise the Post Office Department that an assignment to the vacancy must be made from the list of qualified candidates?

F.B.

J.L.B.

A. T.

*Assignment Branch.*

Please look into this.—C.H.B.

File No: PO-D849-3001.

Memorandum to the SECRETARY:

Dept.: Post Office.

Subject: *Proposed employment of Mr. Thos. H. Hawkins.*

On May 28th last the temporary appointment of Mr. Hawkins as Postal Clerk in the Ottawa Postal District Office was refused as the Department, apparently, were not making any effort to fill positions of this nature according to the established procedure and, moreover, as Mr. Hawkins had never qualified by examination for such appointment, there being quite a number of eligibles on the list.

Under date of the 17th ultimo, the Department advised that Mr. Hawkins was selected by the District Superintendent at Toronto under the thirty days' clause as from 19-7-26, and as his services will be required up to the 15th instant request that a certificate covering his employment for the period 19-8-26—15-9-26 be issued.

The Examination Branch would point out that the reasons for refusing the employment of Mr. Hawkins in the Ottawa District Office are just as applicable in this case. It might, however, be stated that in the latter, the District Superintendent has advised the Department that it has not been possible to obtain suitable help from the staff of the Toronto Post Office. Under the circumstances, there remains the option of refusal to be given the qualified eligibles and it is, therefore, recommended that the Department be advised accordingly and their attention drawn to the fact that Mr. Hawkins is a resident of Ottawa and to authorize his employment would be contrary to Subsection 3 of 43 of the Civil Service Amendment Act, 1919.

JLB/TD

September 2nd, 1926.

Entered in Minutes Sept. 17, 1926 M.B.

Approved:

W.J.R.

C.V.P.

J.E.G.

*Commissioners.*

C.H.B.

*Asst. Sec. and Chief Examiner.*

560 JOHNSTON ST.,  
KINGSTON, ONT.,  
April 4th, 1929.

Mr. C. BLAND,  
Civil Service Commission,  
Ottawa.

DEAR SIR,—When I was up to see you last winter, regarding the Commercial Intelligence Service, you recommended me to enter some export firm for the summer vacation before submitting my name as a candidate for the examinations of that branch.

As you suggested, I wrote to The Goodyear Rubber Co., and to A. A. Bolte and Co., but neither company had any vacancies. Mr. Smith of the University Employment Service showed me a letter from Burt and Co., of Toronto, asking for applications from Commerce graduates, but thought that I had better not write them since I was looking for temporary employment. Both the T. Eaton Co., and Proctor and Gamble have had representatives here looking for graduates, but for permanent employment too.

Mr. MacKintosh, the head of our Economics Department suggested I enquire regarding vacancies in the Tariff Branch and was of the opinion that I would receive an excellent training there. I am not familiar with the proper channels for enquiry in such a case, and am writing you to see if you can assist me in any way.

Trusting that you will be able to help me, I remain,

Yours very truly,

HARTHY HAWKINS

In connection with the attached notification of appointment, you are requested to call at the Office of the Civil Service Commission, room 152, Hunter Building, before reporting to the Department in question.

Unless you comply with this request within forty-eight hours, a new assignment will be made to the vacant position.

Mr. H. Hawkins,  
CS-A-213

W. FORAN

J. G. CHAPLINE, President,  
J. G. ELLIOTT, Treasurer,  
WILLIAM BETHKE, Sec.

### LASALLE EXTENSION UNIVERSITY

Adult Business Training

LaSALLE BUILDING, MICHIGAN AVENUE AT FORTY-FIRST STREET, CHICAGO

July 17, 1936.

Mr. C. V. PUTMAN,  
Civil Service Commission,  
Hunter Building,  
Ottawa, Ont., Canada.

DEAR SIR,—Naturally you are interested in the welfare and accomplishments of your employees, particularly those accomplishments that are helpful to them in their daily work. It is with this thought in mind, that I am writing to you about Mr. T. Hartley Hawkins, one of your employees.

Mr. Hawkins is at present taking a training with us in Business Management. The course for which he has enrolled is a comprehensive one covering the whole field of business. You can gain some idea of the scope of it by the subjects covered in it. These are as follows:—

- Principles of Profitable Management.
- Developing the Executive Mind.
- Selling and Sales Management.
- Advertising and Marketing.
- Principles of Production.



Financing a Business.  
Credits and Collections.  
Office Organization and Management.  
Managing Men.  
Accounting and Statistical Control.  
Business Correspondence.  
Organization and Reorganization.  
Business Law.

These textbooks are further supplemented by twenty-four special pamphlets bearing upon important business subjects. All told the work involves about 6,500 pages of reading material. The minimum amount of time required to complete this work by the average student is approximately 600 hours of concentrated work on the course. The training is strictly of college and university grade and I might add that most all of these textbooks have been adopted by various colleges and universities for regular classroom use in their respective subjects.

Mr. Hawkins enrolled in this course in January, 1936, and has so far completed forty of the one hundred assignments in it with a very good average grade. I feel sure from the lively interest and close application he is making of his studies that he will finish with the same high rating that he has set for himself so far.

I am glad to forward this information to you for your personal files and for such plans as you may have for the future.

Very truly yours,

BUSINESS MANAGEMENT STAFF

J. B. JOHNSON

JBj:

BB Stenotypist

#### CIVIL SERVICE OF CANADA

HAWKINS, THOS. HORTLEY

#### *Education and Experience*

First Avenue Public School 1911-1918.

Glebe School O.H. I. 1918-1926.

Queen's University 1926-1929.

Degree: Bachelor of Commerce.

Age on leaving school: 22.

#### *Experience*

I have clerked in various types of business, novelty—jewelry—electrical contracting—C.O.D. Enquiry Office of Dist. Supt. I also spent one summer in a photographic establishment of this city.

I am rated as bilingual in the Post Office Department, and in addition speak and write Spanish.

(Available for appt. at once.)

H. HAWKINS,

July 30, 1929.

(Signed) W...

Postmaster.

Mr. MACNEIL: Might I ask one question?

The CHAIRMAN: Certainly.

*By Mr. MacNeil:*

Q. Do you consider that those qualifications comply with your requirements?—A. He had the minimum qualifications; university graduation. We asked that preferably he have business experience and he did have that, because he would have had experience in small stores, and from the time he entered the post office; and then he would have had several months' experience in the post office—

Q. In the C.O.D. enquiry work?—A. Yes. I consider he certainly had the minimum qualifications. He had university graduation, and he had the equivalent of one year of business experience. We did not specify what kind of business.

*By Mr. Green:*

Q. He was not very far above the minimum?—A. No, he was a young man, and we wanted a young man.

*By Mr. Mulock:*

Q. You do not always appoint people with minimum qualifications?—A. Of course not.

*By Mr. Tomlinson:*

Q. Was the standing of any of the others higher on this?—A. I haven't got the competition file here, but I think there were two candidates qualified. There were 38 or 40 applicants and there were two candidates qualified; the first was Mr. Hawkins and the second was Mr. Jackson.

Mr. HARTIGAN: Before the committee rises: The other day I presented a letter to the committee—this has no reference particularly to Mr. Putman, but I just wanted to bring it up to show the extent to which discretion is used in making appointments by the Civil Service Commission. I had reference to the examination for pilotage clerk for the port of Sydney being held on the 4th of June. I showed you that letter here. The man temporarily in charge was barred on account of his not having had three years' business experience. The position is one that really calls for someone about the grade of a stenographer. Now, they have this examination on the 4th of June and the same clause that was held to bar the chap who was holding the position temporarily was used to bar a young man who had his B.A. degree from a university, and notwithstanding the fact that this young man wrote—and mind you, I have no preference in the matter and I have no desire to influence the examination, I just want to show the fairness or unfairness with which the examination was held—this young man had previously written, some time last summer, had written for the position of customs clerk and while he did not get the highest marks, he got very high marks—he was barred from writing the examination for the post of pilotage clerk which, as I say, would require qualifications one usually expects to find in a good stenographer, yet he was barred, notwithstanding the fact that this boy had his B.A. degree. Now, what sort of encouragement is that for a young man going to college and getting a degree, when he is barred from writing an examination of that kind. I say it is ridiculous. That examination was held on the 4th of June and I have not heard who wrote it or have not had time to inquire as to how it came out, or anything like that. What I am concerned about is that this young man is a B.A., he is of A1 character, went to the university and got his degree, and yet he was barred from writing this examination. I think it is a ridiculous state of affairs to have in this country.

The CHAIRMAN: Now, gentlemen, we will sit this afternoon or Monday afternoon.

The CHAIRMAN: We will adjourn until Monday afternoon at 4 o'clock. May I add that I hope the evidence will be concluded next week and that we will then be in a position to undertake the preparation of our report.

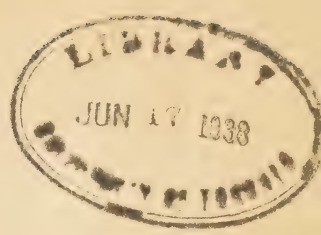
The committee adjourned at 1.05 o'clock p.m. to meet again on Monday, June 13, at 4 o'clock p.m.



For. Doc  
C  
C  
C

SESSION 1938  
HOUSE OF COMMONS

CAI XC2  
-38C58



Canada

SPECIAL COMMITTEE

ON THE OPERATION OF THE

# CIVIL SERVICE ACT

1938

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 29

MONDAY, JUNE 13, 1938

WITNESSES:

- Mr. C. V. Putman, Chief, Organization Branch, Civil Service Commission;
- Mr. A. Potvin, Commissioner, Civil Service Commission;
- Mr. S. G. Nelson, Chief Examiner, Civil Service Commission;
- Mr. C. H. Bland, Chairman Civil Service Commission;
- Mr. J. H. Stitt, Commissioner, Civil Service Commission.



## MINUTES OF PROCEEDINGS

JUNE, 13, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 4.00 o'clock, p.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs, Clark (*York-Sunbury*), Deachman, Glen, Golding, Green, Hartigan, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, Marshall, Mulock, O'Neill, Pouliot and Tomlinson.—14.

### *In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;  
Mr. A. Potvin, Commissioner, Civil Service Commission;  
Mr. J. H. Stitt, Commissioner, Civil Service Commission;  
Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission;  
Mr. S. G. Nelson, Chief examiner, Civil Service Commission, and  
Mr. G. T. Jackson, Investigator, Civil Service Commission.

On motion of Mr. Green the following correction was Ordered:—

Pages 1035, Lines 3 and 4 should read,—“ Mr. GREEN: Apparently there is no doubt that Mr. Cole is a properly qualified investigator and doing good work.”

The following witnesses were recalled, further examined, and retired:—

Mr. C. V. Putman,  
Mr. A. Potvin,  
Mr. S. G. Nelson,  
Mr. C. H. Bland, and  
Mr. J. H. Stitt.

The Committee adjourned to meet again Tuesday, June 14, at 11.00 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 278,

June 13, 1938.

The Select Special Committee on the Civil Service Act met at 4 p.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Gentlemen, we have a quorum.

C. V. PUTMAN, recalled.

*By the Chairman:*

Q. Mr. Putman, have you that information ready about the units?—A. It is being typed this afternoon, Mr. Chairman.

Q. Thank you. There was also some information asked about increases that were made without any request.—A. That will be ready to-morrow.

Mr. GREEN: Mr. Chairman, I should like to make a correction in the record, if I may?

The CHAIRMAN: Yes, Mr. Green.

Mr. GREEN: At the top of page 1035 I am reported as saying:—

Apparently there is no question that Mr. Cole is not a properly qualified investigator and doing good work.

I think that should read:—

Apparently there is no doubt that Mr. Cole is a properly qualified investigator and doing good work.

The CHAIRMAN: Gentlemen, in order to help you with the evidence we have heard concerning the investigators, I will give you the pages of the reports, as follows:—

Mr. Putman, report of June 3, No. 23.

Mr. Gilchrist, pages 892, 988, 993, 1024, 1031 and so on.

Mr. Medland, pages 907 to 911; also pages 995 to 1025.

Mr. Cole, pages 914 to 916; also 1028 to 1031.

Mr. Boutin, pages 1035 to 1040, and his evidence will be found at pages 1041 to 1044.

Mr. Hawkins, pages 1045 to 1053.

As nothing unpleasant was said about Mr. H., and I may tell you it was Mr. Hughes, you will find his qualifications at page 958.

With regard to the organization branch, its duties are defined in the chart that appears at the end of report No. 15. Functions: to investigate and report on the organization, personnel, establishment and procedure of departments, and the classification of all positions in the service, rates of compensation and allowances, and maintain the classification and official classification files. To investigate all proposals for more staff and to check as to need, requisitions for the filling of vacant positions. Those are the duties of the organization branch, and they are of great importance.

*By the Chairman:*

Q. I see in Mr. Putman's file a report from Mr. Foran dated October 17, 1918, in which there is this sentence which could be read by Mr. Putman. Will you please read the sentence marked in pencil?—A. "It seems to me that the

chief of staff and an assistant thoroughly conversant with the new classification and its application to the service should form the nucleus of an efficient staff which would be able to keep the work of organization up to its proper level and prevent a relapse into the present state of chaos."

Q. That is from Mr. Foran?—A. Written by Mr. Foran to the commissioners, yes.

Q. Gentlemen, I have prepared a resumé of what was said about Mr. Cole. It is very short, and I have just one question to ask Putman in that regard. This is at page 1028:—

No examination file as Mr. Cole was transferred from Department of Interior as senior clerk.

That refers to January 19, 1920.

On June 2, 1921, Mr. Putman—I cannot approve of a higher qualification.

Mr. Foran: I agree that this position should be reclassified.

Then Mr. Putman to Mr. Foran:—

Mr. Cole some weeks ago took this matter up with me. I told him that in view of the fact that higher positions in the O.B. were being advertised he should qualify for advancement to a higher class. Mr. Cole is doing very good work at this time and certainly has justified his classification as junior investigator but I cannot approve of a higher classification.

That is signed C. V. Putman.

Will you please tell me why on the same date you refused to approve of a higher qualification for Mr. Cole, yet you agreed to it?—A. I do not know that it was the same date, Mr. Chairman.

Q. Will you please look at the page? It is mentioned, and you see the documents that you have tabled?—A. With the documents, Mr. Chairman, I cannot answer that. I do not know. I would have to have the documents.

Q. But according to the documents tabled, it is a fact?—A. I do not even know that.

Q. No, but you see that on page 1029?—A. In 1921, yes.

Q. "I cannot approve of a higher qualification." Then there is a memorandum from Mr. Foran that the position should be re-classified, and then you wrote this to Mr. Foran on the very same date?—A. Well, I do not know. I would have to see the documents.

Mr. TOMLINSON: That may have been the forenoon and the afternoon.

The CHAIRMAN: Oh, no, no.

The WITNESS: I do not recall from memory what the circumstances were.

The CHAIRMAN: At page 1030; June 22, 1921—junior investigator. Recommend position be reclassified from some time in 1920. Signed, C. V. Putman.

At page 1031; January 11, 1922, investigator, organization branch, \$2,400, retroactive effect to April 1, 1921. Evidently, statement of education and experience was taking the place of the examination. (See pages 1027 and 1028). You will then understand the chairman's remarks on bluff. (Pages 914-916). Mr. Cole entered the organization branch early in 1919. Two years afterwards, on June 2, 1921, his chief, Mr. Putman, did refuse to recommend him to any higher position. The very same day, at Mr. Foran's request, Mr. Putman did recommend him as junior investigator. A few months afterwards, January 11, 1922, Mr. Cole was appointed full investigator with retroactive salary effect to April 1, 1921, or two months before June, 2, 1921, the date at which Mr. Putman stated that he would not approve of a higher classification.

[Mr. C. V. Putman.]



Mr. Putman cannot declare now that he had not enough time to appreciate his work. In June, 1921, Mr. Cole had been under him for two and a half years.

Departments assigned to Mr. Cole:—

1. Archives.
2. External Affairs.
3. Fisheries.
4. Insurance.
5. Mines and Resources.
  - (a) Purchasing Branch
  - (b) Land, parks and forest branch
  - (c) Surveys and engineering branch
  - (d) Indian Affairs.
  - (e) Immigration and Colonization
6. National Defence.
7. Royal Canadian Mint.

8. Civil Aviation, Department of Transport. (Report No. 15—May 10, 1938, page 489.)

I have another summary about Mr. Gilchrist. It is very short. It is no pleasure for me to go through these pages, but I have summarized the whole thing in order that you may understand it. Each investigator has to classify positions for thousands of men, and therefore they are in key positions which are of great importance. With regard to Mr. Gilchrist: qualifications, page 988, and personality—because it was referred to in a letter from Mr. Foran which was dictated by Mr. Putman to Mr. Ross of Toronto. You will find the whole thing at pages 892 for Mr. Putman, and 1023; and for Mr. Nelson, 1011. At page 1024:—

Q. You know that Mr. Gilchrist stuttered?—A. Very, very slightly. . . . Mr. Gilchrist does not really stutter. There is a little hesitation sometimes because of his having been gassed; it is not really a stutter.

At page 992:—

Mr. CLEAVER: It says here, was rated below pass mark. How on earth could he be rated if examination was not completed?

Mr. GREEN: I think if there has been anything wrong somewhere, it surely should be righted.

I perfectly agree with that. Then Mr. Green brought attention to the very fine military record of Mr. Gilchrist. At page 990-992 there are protests from Mr. MacNeil, Mr. Tomlinson, Mr. Boulanger, Mr. Mulock and Mr. O'Neill. At page 992:—

Mr. CLEAVER: Can you tell me why the competition was not completed?

Mr. PUTMAN: No, I cannot tell you that.

Apparently it was done by Mr. Dixon of the Griffenhagens. Mr. Gilchrist was a civil engineer, with the military cross; and, in the view of Mr. Muddiman who was head examiner at the time, the position of investigator should have been given to officers.

I have made researches about the word "personality" and I have a short definition which is in the *Encyclopedie Francaise*, the French Encyclopedia, volume 8, at page 854-5, by Delmas and Boll, who are very learned experts in encyclopaedia matters:—

Delmas and Boll admit five constitutional kinds of psychosis: paranoia, moral folly, mythomania, melancholy mania, hyperemotive psychosis, to which five psychopathical constitutions are corresponding: paranoiacal, perverse, mythomaniacal, cyclothymical and hyperemotive.

Mr. GLEN: What does that mean?

The CHAIRMAN: I would like to ask for a definition of "personality." It is very short. I have only two or three lines to read, and I would like to know who agrees with it. This is in the French dictionary if anybody wants to read it. The most learned wonder what personality is, and that scientist concludes in this way:—

But now each constitution lies on a special psychic disposition, psychopathology so becoming susceptible of discovering and classifying effective-active inclinations of human personality. Five such inclinations are evident: activity, kindness, sociability, activity and emotivity. The effective-active personality of an individual is determined by a union, set once for all, of those five inclinations, in variable proportion according to individuals, and of which the pathological is only a hypertrophy or an atrophy.

I wonder what you think of that, Mr. Putman; and if you had that in view when you dictated that letter from Mr. Foran to Mr. Ross about Mr. Gilchrist's personality.

The WITNESS: I think the only answer to that is that I was eighteen years younger at the time than I am to-day.

Mr. TOMLINSON: Before you go too far, I would like to know the date of that letter which you had Mr. Putman read, in which "chaos" is mentioned.

Mr. GREEN: 1935.

Mr. TOMLINSON: No—it might be. I do not know. But that sentence you read out of the letter in which "chaos" is mentioned—Mr. Green suggests it was just prior to 1935.

The CHAIRMAN: Oh, no.

Mr. PUTMAN: No, that was in 1918.

Mr. TOMLINSON: Mr. Green suggested it. I do not know.

The CHAIRMAN: Oh, no.

The WITNESS: That was a memorandum written by Mr. Foran to the commissioners on October 17, 1918.

The CHAIRMAN: No. I would like to know if there is improvement now. That is all right, Mr. Putman. Will you please let me have that?

Mr. TOMLINSON: You might place the definition of "chaos" on the record too.

The CHAIRMAN: "Chaos" is "disorder." But you see, it might be a good thing, because good came out of it.

Now, gentlemen, we have the case of Mr. Medland. There is a short summary here. At page 911: on August 9, 1920, junior investigator, temporary, \$1,500; September 1st, 1920, investigator, temporary, \$1,980; January 6, 1921, successful at a competition held in abeyance. Mr. Putman could not tell us what it was.

Q. What do you mean by that?

Mr. PUTMAN: I would not know.

March 1, 1921, extension and salary increases, C.S.C., \$2,400; in less than 7 months, a salary increase of \$880. April 1, 1921, permanently appointed at \$2,400; in 1930, investigator, grade 3, promoted, \$3,120 to \$3,600; actual salary, \$3,600. Qualification—education equivalent to graduation from a university of recognized standing; experience in business, engineering or investigational work; junior, 1 year; investigational, 2 years; senior, 4 years of business experience of which one year shall have been preferably in investigational work. Page 907. Inter B.Sc., London—page 995. Mr. Putman: "I got them—the information that was then tabled—from Mr. Medland a few minutes ago. I

[Mr. C. V. Putman.]

never saw them until then." It brings to us the fact that confirmation of the education should be sent to the commission before the appointment of a man and not afterwards. Another thing—he had passed a matriculation examination and not a graduation for a degree, which is an entirely different thing. That appears from documents that you will see.

"Q. Nobody in the commission knew him at the time he was in London?

Mr. Putman: Not that I know of." At page 1025, "Q. Was ever Mr. Medland a B.Sc., of the University of London?

Mr. PUTMAN: No, because he could not be a B.Sc., of London unless he had finished his course. He did not finish it. He only got an intermediate certificate. He cannot use the degree of B.Sc., . . . there is granted an intermediate degree of B.Sc., granted from the London University."

It does not appear from the documents that were tabled at page 995.

Q. Who said it to you, Mr. Putman?

*By the Chairman:*

Q. Do you know that by actual knowledge, or just by hearsay?—A. Do I know what?

Q. That there are intermediary bachelorships in science at London University? Do you know that by hearsay or by actual knowledge?—A. It is not a degree. It is simply a certificate that they have passed a certain part of the course.

Q. Yes?—A. It is not a degree at all.

Q. It is rather a certificate of matriculation; and in the list that you have passed over to me there is mention of matriculation and not of graduation.—A. I think probably it would be more like this, that in the Canadian universities, as regards pupils attending for two years, the university would grant or give them a letter to the effect that they had attended for two years at the university.

Q. Yes?—A. I think there is no difference.

Q. But it is not a degree?—A. It is not a degree, no.

Mr. HARTIGAN: It was stated here the other day that London University was competent to give degrees—intermediary degrees.

Mr. MACNEIL: No.

Mr. HARTIGAN: That was stated here the other day.

Mr. MACINNIS: I did not understand it that way.

*By Mr. Tomlinson:*

Q. Is an intermediary certificate recognized in Canada?—A. There is no such thing that I know of from any Canadian university.

Q. I want to get that explained. We do not recognize in Canada an intermediary certificate, do we?—A. No, not as far as I know.

The CHAIRMAN: And in fact there was nothing to show that he was an inter-B.Sc., in the letters that were tabled. I refer you gentlemen to pages 907, 995 and 1025 of the report.

Mr. HARTIGAN: All you would get would be your class pass marks. There is no degree.

Mr. TOMLINSON: All I wish to know is that we must have certificates that are recognized in Canada.

The CHAIRMAN: Yes.

*By the Chairman:*

Q. Will you please read this memorandum (indicating) from Mr. Bland in Mr. Medland's file and please tell the date?—A. It is a memo dated June 18, 1921, addressed to myself: "As a permanent position of investigator is pro-



vided in the estimates, and as Mr. Medland is next in turn for permanent appointment, do you recommend his promotion thereto? Signed 'C.H.B.'"

Q. That is all right.

The CHAIRMAN: Now, gentlemen, I have prepared a memorandum on the Lochnan file, which is short.

Mr. MACNEIL: Which file did you say, Mr. Chairman?

The CHAIRMAN: Lochnan. I will read the first part of it, and afterwards I will ask Mr. Putman to verify it.

#### CARL JOSEPH LOCHNAN

(Born June 28, 1914)

July, 1931, to September, 1931—Office Boy—Bureau of Statistics; \$420 per annum.

April 29, 1936—Appl. for Census Clerk (T. & C.).

Age: 21 years, 10 months.

Record of experience: "I have been an occasional lecturer on economics in Ottawa and have done considerable private tutoring."

#### *Education*

September, 1921, to June, 1928—St. Patrick's Lyceum, Ottawa. Entrance Certificate.

September, 1928, to June, 1933—Lisgar Collegiate Institute, Ottawa. O.H.S. Graduation Diploma.

September, 1933, to May, 1936—St. Patrick's College, Ottawa. History and Economics (no specialist certificate) B.A. (degree expected in June, 1936). Graduation year.

#### *Record of Experience*

As is obvious from the information supplied under the heading Education, I have had little opportunity for lengthy experience in employment. Such as I have had is as follows:

Age 17 years.

1931—July to September; Department of Trade and Commerce. Position: Office Boy. This was at the time of the decennial census and it gave me an opportunity of acquainting myself fairly thoroughly with the methods of collection and tabulation of statistics. I have since been enabled to add to that knowledge through a course in statistical method at College, and during the past year have given considerable time to the methods employed at the Dominion Bureau of Statistics.

Well, I wonder if two months as an office boy in the Department of Trade and Commerce gives anyone an opportunity to acquaint himself fairly thoroughly with the methods of selection and tabulation of statistics. I imagine it would be very hard. It would take some time to be familiar with them.

18 and 19 years.

1932—July to September (3 months); 1933—July to September (3 months) employed with the Industrial and Publicity Commission of the Corporation of the City of Ottawa, as an assistant in the Ottawa Tourist Bureau and as a tourist guide. During that time I gathered considerable knowledge of geography of Canada and its industrial and natural resources.

I wonder if being a guide in the city of Ottawa can acquaint a person with the geography of the whole country and its natural resources.

[Mr. C. V. Putman.]

20 and 21 years.

1934—July to September (3 months); 1935—July to September (3 months) employed with the Thomson and Scott Realty Company, 204 Wellington Street, Ottawa, as a salaried assistant. While with this company I gained experience in valuating property and real estate, and in the kinds, qualities and costs of building materials.

Age ?.

I have been an occasional lecturer on economics in Ottawa and have done considerable private tutoring.

Rank: 213 out of 1310 candidates.

July 17, 1936, to April 1, 1937, Census Clerk, \$900. (Released on completion of work.)

I should now like to touch on the grading on efficiency. I want to show you the method that is used in the Department of Trade and Commerce, and which is highly unsatisfactory. He received a satisfactory mark, but the way they rate the work of an employee is highly unsatisfactory. We will discuss it in due course, but it seems to me there should be marks for neatness, there should be marks for order and there should be marks for initiative, and they all should be divided more properly than that in order that the employee could improve himself. This is what it says:—

{Quality and	{Exceptionally good
{quantity	x {Satisfactory x
{of work.	{Unsatisfactory.
{Promise of increasing	{Exceptionally good
{departmental	{Good x
{usefulness.	{Little.

July 7/37 to July 24/37—14 days.

Clerk Grade 1-P.W.D. \$720 (Purchasing Branch).

In July, 1936, he was a census clerk getting a salary of \$900 and in 1937 he was a clerk in the Public Works Department at a salary of \$720.

*By the Chairman:*

Q. Were the census clerks grade 1 or 2?—A. The examination qualified—one of the examinations qualified them for a clerk grade 2.

Q. But in fact, were they grade 2 or grade 1? Were there clerks grade 2 there?—A. Yes; some people have been assigned from that list as clerks grade 2.

Q. Is the salary of clerks grade 1 uniform? Is it always \$720 for a clerk?—A. It was not that for some of the census positions; but generally speaking the salary of a clerk grade 1 is \$720. You see, the certificate he had under the Bureau of Statistics was as a census clerk grade 1 at \$900 a year. A census clerk grade 1 is different from a clerk grade 1.

July 29/37—

Temp. employment in Comptrollers' of the Treasury Branch. (\$720)—(Illness of Miss M. E. Clarke)—Same rating as above (as Census Clerk).

February 4/38—

Lochnan's file referred to Inv. Jackson.

February 10/38—

Lochnan's wishes to apply for exam. for Clerk Gr. 2, Comp. 27316.

February 21/38—

The Sec'y to Lochnan's: "According to the records of this office you were successful as a result of Competition Number 25841 for Postal Clerks. This qualified candidates also for promotion to a position of Clerk, Grade 2, and it will be unnecessary, therefore, for you compete in the forthcoming examination."

Q. Will you please show that file, 25841, to Mr. Putman? Mr. Putman, what was the rank of Mr. Lochnan in that examination?—A. Mr. Chairman, I

do not see that there is a key there and cannot identify the eligible list because I have not the number under which Mr. Lochnan tried the examination. You see, all of the ratings here are given by number and there is no—

Q. I will show you Mr. Lochnan's file. There are some cabalistic signs here, and perhaps you will find it easier.—A. Even with this I could not tell what his standing was.

Q. On March 31, 1938 the file was again referred to Investigator Jackson, and here is a memorandum to the secretary which was prepared by Mr. Jackson, who was not in charge of the Civil Service Commission at that time. Was he in charge of the Department of Finance?—A. No, post office and agriculture.

Q. Therefore he had nothing to do with Lochnan's case because Lochnan was in finance and wanted to go to the Civil Service Commission.—A. That is perfectly true.

Q. Will you please look at the top of this file and see if Mr. Jackson did not have that file three times since the beginning of the year?—A. It was charged to him three times, yes.

Q. And his initials are there?—A. Yes.

Q. Here is the memorandum prepared by Mr. Jackson himself about an employee who was not under his jurisdiction, and I want to read it to you myself.

Mr. TOMLINSON: At whose request?

The CHAIRMAN: At nobody's request. It seems to have been an angel that inspired him to do that. I want Mr. Putman to read it and see whether I make a mistake or not, and I want to read it quietly in order that every one of you may understand. Here is the case of an investigator who, instead of doing his work, takes an interest in a young man, and you will see the reason in the act of Commissioner Potvin.

The WITNESS: Mr. Chairman, I think maybe I can explain some of the things that happened in connection with this.

The CHAIRMAN: I will read it, or you may explain it before; but I prefer to read it and you may explain it afterwards, when we come to your remarks at the bottom of the memorandum.

The WITNESS: All right.

The CHAIRMAN: "Memorandum to the secretary." Mark you, Mr. Jackson had the file from March 31 to April 2, which is three or four days.

Mr. MACNEIL: What is the date of the memorandum?

The WITNESS: April 2.

Mr. TOMLINSON: If you are going to read that I think we ought to know at whose request it was prepared.

The CHAIRMAN: That is all right. There are two facts. The first fact is that Mr. Jackson, who had nothing to do with the case, apparently had the file from March 31, and then on April 2, two or three days afterwards, here is a memorandum prepared by Mr. Jackson and issued by him.

Mr. MACNEIL: This year?

The CHAIRMAN: Yes, sir. Will you please give us your explanations Mr. Putman?

Mr. TOMLINSON: I think Mr. Putman should say at whose request that was done.

The WITNESS: I cannot remember the exact date, but sometime around the end of last year or the beginning of the new year we were very badly in need of clerical help in the organization branch, and in discussion—I do not know whether I discussed it with Mr. Bland and Mr. Stitt or whether I discussed it also with Mr. Foran or whether I discussed it in the board meet-

[Mr. C. V. Putman.]



ing, I think separately—I said that we should try to get some good young man in the service that we could train.

*By the Chairman:*

Q. For what?—A. Investigator; eventually to promote them to investigators, and it was agreed that we should be on the look out for such good young men. I do not know whether I discussed it with Mr. Jackson particularly or not; but one day either in January or February Jackson came to me and he said: "There is a young lad down in the Comptroller of the Treasury's office by the name of Lochnan who is a graduate of St. Patrick's University, and he looks like a pretty good young fellow." He said, "do you have any objection to my bringing him up here for a trial for several months?" Well, I said, "I want to speak to the commissioners about that." I spoke to Mr. Bland and Mr. Foran and Mr. Stitt, and I think I went in to see Mr. Potvin but he was not there. Well, they said there was no objection to my having him transferred temporarily. I took the matter up with the Comptroller of the Treasury. He was reluctant to let this boy go. He said he was a good boy, that he would go up there. However, he said, "if you want him and if you can give us a replacement we can send him up to you." He came up to us. I do not know just exactly the date, sometime within the last two or three months, and he has been working in the investigating branch since that time.

Q. Now can you read the report.—A. Yes.

The CHAIRMAN: I will read it myself.

*By the Chairman:*

Q. Will you please tell me the date on which Mr. Jackson secured the file, and if it was under your instructions the first time?—A. Mr. Jackson had the file the first time on the 4th of February, 1938, and I would not be—I do not know—I could not say whether it was at that time or not that he spoke to me about it, but I would judge that it was about that time because of the fact that my secretary charged the file out of my office on the 11th of February.

Mr. TOMLINSON: I think we should decide that point right now. I think it is important to know whether the employee takes a certain amount of authority on his own part, or whether it is on the instructions of his chief. I think we should know that. Mr. Jackson I believe should be heard.

The CHAIRMAN: Just a minute, Mr. Tomlinson; I have one more question to ask, if you don't mind.

Mr. TOMLINSON: I think we should clear this point up.

The CHAIRMAN: If you don't mind, we will take it quietly; and I want to read the file. Afterwards if Mr. Jackson has anything to say about it he will come and say so.

Mr. TOMLINSON: What I would like to do is find out whether this was done on the instructions of the chief; it is this report that I am getting at; whether that report was made on the instructions of the chief or whether the employee takes it upon himself. From what Mr. Putman stated it just about comes to that.

The CHAIRMAN: I know very well there is a great difference between both things, I admit it; but on the other hand, Mr. Putman, would you please look at the cover and tell us if your secretary or yourself had that file before Jackson had it.

The WITNESS: No, Mr. Jackson had it before I had it.

*By the Chairman:*

Q. You say Mr. Jackson had it before you had it?—A. The file came to the organization branch on the 3rd of November, 1937. I would not have seen

it at that time. Mr. Jackson had the file before I had it; at least, it was charged to him.

Q. Who had it in the organization branch?—A. Mr. Jackson requested it.

Q. The first time, in November?—A. Oh, I could not tell you. It was charged out by the clerk who was in charge of requisitions, Mrs. Jenest.

Q. From these initials it is hard to identify who had it, what investigator had it, or desired to have it at that time?—A. Yes.

Mr. TOMLINSON: There should be no trouble in obtaining identifications there as to who had it.

*By the Chairman:*

Q. Had you heard about Mr. Lochnan before Mr. Jackson spoke to you about him?—A. No, I did not know anything about him until Mr. Jackson spoke to me about him.

The CHAIRMAN: It seems conclusive. If you don't mind, I will proceed with this. There are some members here who did not hear the first part of the statement. I am reading it.

Mr. TOMLINSON: Oh, go ahead.

The CHAIRMAN: And, Mr. Putman has the original in front of him duly signed by him.

Mr. TOMLINSON: All right, go ahead.

*By the Chairman:*

Q. Take the original file, Mr. Putman, not the duplicate?—A. Yes.

The CHAIRMAN:

MEMORANDUM TO THE SECRETARY

Memo No. 245

B.F.

File No. FT-WER-19T

Date: April 2, 1938

*Depts:* Civil Service Commission and Department of Finance, Comptroller of the Treasury, Transport Division.

*Subject:*

*Re temporary Clerk, Grade 1.*

In view of the difficulty in obtaining employees for the Organization Branch for training as possible Junior Investigators or Assistants to Investigators, the suggestion has been made on more than one occasion that if employees were found in other departments of the right type, arrangements might be made for their transfer, providing positions were available.

When Mr. Kinahan, permanent Clerk, Grade 4, resigned, there was a tremendous volume of work on hand, particularly in connection with the Post Office Department, which involves clerical checking work, statistical comparisons and the writing of letters requesting information and not too difficult reports dealing with changes in organization, etc.

It appeared to your Investigator that Mr. J. C. Lochnan, temporary Clerk, Grade 1, in the Department of Finance, Comptroller of the Treasury, Transport Division, had certain qualifications which would make it possible to train him to handle a considerable amount of the more routine work of the Organization Branch and investigations, which take up a considerable amount of the time of every Investigator.

He is approximately 23 years of age; has a good appearance, being somewhat over six feet in height; has a pleasant personality; . . .

There we have "personality" again.

[Mr. C. V. Putman.]

"Tactful," I wonder what tact and good judgment mean? We hear so much about that, but I do not know what it is.

"but firm; has Senior Matriculation from Lisgar Collegiate; B.A. from St. Patrick's College, Ottawa, 1936, History and Economics."

And it is the first reference to the fact that he has it. In his application he said he expected to have it, and now, from Mr. Jackson, his friend, he evidently has got his B.A.

.... tactful, but firm; has Senior Matriculation from Lisgar Collegiate; B.A. from St. Patrick's College, Ottawa, 1936, History and Economics. He had previous employment as an Office Boy in the Bureau of Statistics in 1931 Census and was employed in the Bureau of Statistics as a temporary Census Clerk, Grade 1, in the 1936 Census and was subsequently reassigned from this list as a replacement in Public Works and later in the Comptroller of the Treasury Office. In addition he has had some minor business experience.

The Chief of the Organization Branch interviewed Mr. Lochnan and was of the opinion that he could be of considerable assistance to the Investigators of the Branch and arrangements were made with the Comptroller of the Treasury for his loan to the Organization Branch and a replacement was provided by the assignment of a temporary Clerk, Grade 1, from the eligible list, paid by the Civil Service Commission and working in the Transport Division of the Comptroller of the Treasury.

After a month and a half trial it is quite evident that Mr. Lochnan could be of considerable value to the Organization Branch.

You see, that is the point; that minor business experience could be of "considerable value" to the branch. In view of the fact that "considerable value" is—it is strong, for a young man who has no experience in the Civil Service Commission.

Mr. TOMLINSON: It depends upon the potentialities.

The CHAIRMAN: Well, that is a great word.

Mr. TOMLINSON: It covers a lot.

The CHAIRMAN:

In view of the fact that no replacement has been provided, as yet, for Mr. Kinahan, he has carried on quite a bit of the routine clerical work involved in Investigations dealing with the Post Office Department and has made it possible to keep the work reasonably well in hand. The type of reports which he has prepared indicate an ability to size up and appreciate situations. . . .

You see, ability to size up; do you see? Appreciate situations.

. . . and a willingness to study and understand the working of the Organization Branch, and ability to analyse reports, statements and prepare well planned and well written reports.

The Organization Branch would like to recommend Mr. Lochnan's reassignment as a temporary Clerk, Grade 1, in the position which is available permitting the reassignment of the temporary Grade 1 Clerk replacing Mr. Lochnan in the Comptroller of the Treasury to a temporary Grade 1 position which is available in that organization.

However, it is quite apparent that there are a number of persons on the staff of the Civil Service Commission in various capacities who are quite critical of the action . . .

There was criticism within the commission about it.

. . . that has been taken and have made known their opinion to others, it being suggested that Mr. Lochnan's employment in the Commission is



not in accordance with the Civil Service Act or Regulations and is a basis for petty criticisms.

There is no question but that the Organization Branch is very much in need of an employee of this type.

That was the man who was wanted by the Civil Service Commission and without whom the Civil Service Commission could not work—that is my comment.

Mr. TOMLINSON: You would not take that as being correct, would you?

The CHAIRMAN: You would not accept that as being—what?

Mr. TOMLINSON: You would not accept that as being correct, your last comment?

The CHAIRMAN: You see, that is my case. I am so much impressed by that memorandum that I could not do otherwise than show my high appreciation.

. . . one who lacks academic training, at least equivalent to graduation from a university, would be of no particular value and would, undoubtedly, require much supervision and assistance, which would provide no particular advantage and not much prospect of advancement in the future. In addition personality . . .

There you have that word “personality” again, which was not defined either by Mr. Nelson or Mr. Jackson.

. . . and ability to get along with others is an important factor.

It is understood that the officers of the Comptroller of the Treasury have a high regard for Mr. Lochnan's ability and promise and would be glad to have him returned to their organization.

The Investigator Mr. Lochnan is assisting at the present time was forced to carry over approximately 25 unit surveys which should have been dealt with before March 31st, 1938, because of the amount of work on hand and in addition to these there are 25 or 30 more which must be dealt with early in the fiscal year 1938-39. No replacement has as yet been made there is always a long training period necessary.

The WITNESS: That should read, “No replacement has as yet been made for Mr. Kinahan and even when a replacement is made there is always a long training period necessary.”

The CHAIRMAN: I thank you. There was a missing line.

A Clerk with good academic background and with the necessary qualifications can be of great value to the Investigators of the Organization Branch and the Commissioners have already agreed to the suggestion to endeavour to make better use than at present of the university graduates who are on the Clerk, Grade 1 eligible list.

In view of the foregoing it is felt that the Commissioners should be made aware of the situation and this report is submitted with the request—

That Mr. Lochnan's reassignment to the Civil Service Commission as a temporary Clerk, Grade 1, to be employed in the Organization Branch, be approved; . . .

And he passed an examination, apparently, I did not see that. That is a thing that was not found but which I intend to find to-night.

He passed an examination as postal clerk and he is desired in the Civil Service Commission as a junior investigator. I wonder just what a junior investigator is.

Mr. TOMLINSON: I think we ought to have the definition of junior investigator cleared up by Mr. Putman.

Mr. GREEN: He is only a clerk yet.

[Mr. C. V. Putman.]

The CHAIRMAN: He is only a clerk yet, but there was a suggestion made for his promotion and Mr. Lochnan's re-assignment to the Civil Service Commission as a temporary clerk grade 1.

. . . or the alternative—

That he be returned at once to the organization of the Comptroller of the Treasury and the release of the employee on the staff of the Civil Service Commission now working as a replacement for Mr. Lochnan in the Office of the Comptroller of the Treasury.

G.T.J.

D.H.

*By the Chairman:*

Q. It is initialled by Mr. Jackson. Now, Mr. Putman, will you please read the comment there in your handwriting?

The WITNESS:

(In Mr. Putman's handwriting) I would strongly recommend the assignment of Mr. Lochnan to the Organization Branch. (Signed) C.V.P.

The CHAIRMAN: Now, here is a memorandum to the commissioners dated April 12th, 1938. It is Mr. Foran's memorandum.

April 12th, 1938. *Memorandum to the Commissioners:*

The objections as I see in this case are as follows:—

1. It is fundamentally wrong to assign a Grade 1 Clerk to do definitely higher grade work. With any other department the position would be investigated and classified before an assignment was made, and if this were classified as Grade 3 or Grade 4, which it is, Mr. Lochnan would be eligible.

Mr. GOLDING: Whose remark is that?

The CHAIRMAN: That is Mr. Foran's memorandum to the board.

2. Mr. Lochnan's educational qualifications, as submitted are not outstanding. They may be for a Grade 1, but not for a higher grade. The Act does not contemplate picking up a man whose qualifications seem to suit, and fitting him into a position.

3. Mr. Kinahan's replacement would have been made long ago if it had not been for the delays occasioned by the Parliamentary Committee.

Do you see, Mr. Foran took that means of criticizing the sittings of the committee.

Mr. TOMLINSON: What is the date of that memorandum?

The CHAIRMAN: April 12 last. While the committee was sitting Mr. Foran was openly criticizing it, jeering and complaining about the work of our committee in a memorandum to the commissioners; which I find very low, and nothing else.

Mr. TOMLINSON: Might I ask if a B.A. degree from St. Patrick's college is recognized the same as a B.A. degree from any other university?

The CHAIRMAN: I do not discuss it.

*By Mr. Tomlinson:*

Q. I would like Mr. Putman to tell me if a B.A. from St. Patrick's is recognized the same as from any other university. I realize that, while not all the organizers have their graduation certificates, a great many have.—A. As far as I know, it is.

The CHAIRMAN: St. Patrick's is affiliated with the other universities. I do not discuss that point. But Mr. Foran, in his memorandum, says that Mr. Lochnan's education and qualifications, as submitted, are not outstanding.

Mr. TOMLINSON: He could say that about all the organizers.

Mr. GREEN: Could we have the rest of that report?

The CHAIRMAN: Yes, I will read it:—

As for the period of training required, Mr. Lochnan has been reporting on unit surveys and other matters after one month's trial.

4. The matter should have been brought to the commissioners' attention long ago and this loan authorized,—not made by the organization branch. There is absolutely nothing on file to show that any one knew anything about it, and Mr. Jackson signed the rider for Mr. Rogers as though he were really in the branch instead of being assigned immediately to transport.

(Sgd.) W. F.

Now, to that memorandum, Mr. Potvin, the commissioner, added this in his own handwriting:—

Is this Mr. Lochnan a member of the Ottawa Drama League? If so, there might be unjustified blame attached to the commissioners for his appointment.

Mr. TOMLINSON: I think that is a very unjust memorandum to attach to anything. I say that right now.

The CHAIRMAN: Well, I find it unjust to us.

Mr. TOMLINSON: I find the reference of Mr. Foran unjust.

The CHAIRMAN: I find that Mr. Foran's reference to the committee is out of place, and, besides that, every one is entitled to his own opinion on that.

Mr. MACNEIL: There is nothing to that reference to the committee, is there?

The CHAIRMAN: He said that we were occasioning delays.

Mr. MACNEIL: Is that not obvious? We are keeping their staff away.

Mr. TOMLINSON: No, no.

The CHAIRMAN: Not at all, Mr. MacNeil, because they appointed an investigator not long ago while the committee was sitting.

*By the Chairman:*

Q. Before finishing reading that file, Mr. Putman, will you please tell the committee if you dictated the memorandum of April 2 which I have read?—  
A. If I dictated the memorandum of April 2?

Q. Yes.—A. No; it was dictated by Mr. Jackson.

Q. By Mr. Jackson?—A. Yes.

Q. And you just added a few words in your own hand?—A. Yes.

Q. I will now read you a memorandum to the commissioners, dated April 26, 1938, from Mr. Foran:—

"After hearing Mr. Jackson's statement with regard to this case, and discussing it with Commissioner Potvin, we have both come to the conclusion that Mr. Lochnan is a very qualified young man and would be a decided acquisition to the organization branch.

Mr. Jackson has made it quite clear that there is no intention of assigning him to higher grade work than that of grade 1, for which he has qualified by examination. His advancement will depend entirely upon the manner in which he discharges the duties of a clerk grade 1, but I

[Mr. C. V. Putman.]



would like to say right here that when Mr. Lochnan has proved himself capable of doing grade 2 work, he should be promoted without delay.

I find that Mr. Lochnan's case has nothing whatever to do with the replacement of Mr. Kinahan, as that position has now been filled by the assignment of Mr. Hughes from the grade eligible list.

I still feel that if the case had started in the right way, the objections which were urged against his transfer would not have been necessary and I think in future, when it is desired that some particularly well qualified young man from some other department be transferred to the commission, care should be taken that the procedure is exactly what would be expected of any other department in the government.

I find that the services of a bilingual stenographer are also required in the organization branch, and I recommend that the commissioners approve of an immediate assignment from our eligible list to this position.

That is signed by Mr. Foran, Mr. Bland, Mr. Stitt and Mr. Potvin.

April 29, 1938. Three days afterwards, the file referred again to investigator Jackson, who had called for it thrice in three months, although, according to the appendix No. 2 of report No. 15, (pages 489 and 490), the Civil Service Commission was not assigned to him.

MR. TOMLINSON: Now, Mr. Chairman, I would like Mr. Potvin to stand up immediately and say why he objects to anybody from any drama league, masonic lodge or Knights of Columbus, or any other association, being appointed to the civil service. I would like him to stand up now and tell us.

MR. POTVIN: This was a warning.

MR. TOMLINSON: Remember you are under oath.

A. POTVIN, recalled.

THE WITNESS: I thought it wise to warn my brother commissioners to avoid unjust criticism on account of the fact that that man belonged to that league. Now, I did not question his qualifications at all; it was simply a warning to proceed slowly in the matter.

*By Mr. Tomlinson:*

Q. I want to take your memorandum here and read it to you so that you will be acquainted with it.—A. Here it is; I have it.

Q. This was in Mr. Potvin's handwriting: "Is this Mr. Lochnan a member of the Ottawa Drama League? If so, there might be unjustified blame attached to the commissioners for his appointment."—A. Yes.

Q. Do you do all your work that way? I am including all the commissioners; I think each one should answer. Do all the commissioners do their work that way?—A. Oftentimes we warn our brother colleagues to be careful because unjustified blame might be attached—

Q. Are you afraid of taking any responsibility?—A. Well, because there were some irregularities made.

Q. Tell me of any irregularities made.—A. Well, the irregularity, first of all, was to take the position of Miss Chartrand, bilingual stenographer, and appoint in her place Mr. Lochnan without my knowledge. It had never come before me. Afterwards, I knew the facts; I knew that Mr. Lochnan had qualified as a clerk grade 2, and I stopped all objections.

Q. Clerk grade 2 for what position?—A. Well, first of all, he had qualified as a postal clerk, and, if I remember correctly, he qualified as a clerk in the census branch.

Q. In what branch?—A. The census branch.

*By Mr. Glen:*

Q. What is wrong with being a member of a drama league?—A. There is nothing wrong at all with regard to that. I would not like my notes there to be misinterpreted.

*By Mr. Tomlinson:*

Q. I know, but it is on record.—A. It is wrong to rush a matter through when this situation exists.

*By Mr. Glen:*

Q. But the position you take is that because he is a member of the drama league—A. No, I did not object on account of that.

*By Mr. Tomlinson:*

Q. You certainly did object. Do not say that. Where is that again.—A. The evidence is—

Q. Do not say that. You did object.—A. No.

Q. I will read this again to you: "Is this Mr. Lochnan a member of the Ottawa Drama League?"—A. Yes.

Q. Why did you put that on there?—A. Because I was afraid that rushing that—

Q. You were afraid?—A. I was afraid that rushing that through, we might be blamed unjustifiedly.

Q. You do not want to be blamed for anything?—A. When it is justified.

Q. Will you tell me what you were receiving \$5,600 for?

Mr. MACINNIS: Oh, Mr. Chairman,—

Mr. GREEN: Mr. Chairman—

The WITNESS: I believe that you misunderstand my situation entirely, Mr. Tomlinson.

Mr. TOMLINSON: No; I am blaming all the commissioners in this.

The CHAIRMAN: Mr. Tomlinson, I will act as a peacemaker. I think you should change that.

*By Mr. Tomlinson:*

Q. Well, I will change that. Why did you mention this on the record if you did not mean it?—A. I meant to warn my brother colleagues that we ought to follow the law very strictly because otherwise the public or somebody later on might put that on the commission because he is a member of the Ottawa Drama League. But I have nothing against the Ottawa Drama League, far from it.

Q. We will get right down to facts, then. If he was a member of the drama league—A. And if things had been regularly done.

Q. And as they were done, if he was a member of the drama league you could not consent to it, could you?—A. Being—

Q. No; just say Yes or No.—A. Well—

Q. Considering the way the matter was conducted, if he was a member of the drama league, you could not O.K. that position? Just say Yes or No.—

A. It would not be fair to me to say Yes or No.

Q. Why would it not?—A. No.

Q. Oh, yes, yes, it would.—A. No, I do not believe so.

Q. But I am asking the question.—A. I know what I thought at the time.

Q. That is what I am getting at.—A. And I am telling you.

Mr. GREEN: Let him answer.

[Mr. A. Potvin.]

*By Mr. Tomlinson:*

Q. I am asking him to say Yes or No, and you, as a lawyer, know that that is proper. I want to know, I am putting the question to you, and if it is not correct, say No; if it is correct, say Yes.—A. Do you mean—

Q. Just a minute. I am asking you if he is a member of the drama league, and considering the way the thing was carried through, would you say it was not correct? Say Yes or No.—A. It would be correct—it would not be correct in spite of the fact that he is a member of the drama league.

Q. Then you say it was not correct if he was a member of the drama league? —A. Yes.

Mr. TOMLINSON: Now I want the other commissioners on the stand immediately.

The WITNESS: In spite of the fact that he is a member of the Ottawa Drama League.

*By the Chairman:*

Q. What made you suspicious about this? You expressed a certain suspicion?—A. Yes.

Q. Then you put a note there for your own protection and for the protection of your colleagues, and you say there might be unjustified blame?—A. There might be.

Q. What would have been that blame?—A. The procedure, according to me, was not regular.

Q. Why was it not regular? That is the main point, Mr. Potvin; we want you to tell the committee why the procedure was not regular.

Mr. TOMLINSON: I want to know that.

The WITNESS: Because I had not been consulted with regard to this.

*By Mr. Tomlinson:*

Q. Prior to the appointment or after?—A. Prior to the appointment.

*By the Chairman:*

Q. There was no appointment at the time. What was the appointment, the transfer?—A. The transfer was irregular. We never transfer temporarily. It should have been an assignment from the list of qualified eligibles.

Q. And how did he get into the commission?—A. At that time, I did not know it.

Mr. TOMLINSON: I want the other two commissioners to go on the stand in connection with this.

The CHAIRMAN: He is the one who made the objection and, therefore, he is the one who must explain.

Mr. MACINNIS: May I ask a question?

The CHAIRMAN: Surely.

*By Mr. MacInnis:*

Q. I want to get this clear. I want to get clear in my own mind about a transfer so that I can understand your point of view. At the moment I am not finding fault with your point of view, but perhaps after I understand it, I may. I understand Mr. Lochnan was transferred as a loan, as it were, from the Department of the Comptroller of the Treasury?—A. Yes.

Q. And the appointment then was to be made as an investigator or a clerk who would do some investigating work?—A. Yes.

Q. Now, then, because he was a loan you had in mind—if you did not have this in mind you will let me know—you had in mind that the promotion was a little out of the ordinary; and out of an abundance of caution you were look-



ing for some ulterior motive or suggestion that if there was some ulterior motive the commissioners would be to blame?—A. Yes.

Mr. HARTIGAN: Mr. Chairman, I am not a lawyer, but those are leading questions that he is putting in the witness' mouth. Why do you not ask direct questions?

The CHAIRMAN: No, no, Dr. Hartigan.

Mr. TOMLINSON: I would take it, Mr. Chairman, that this is a straight cross-examination, and you can lead.

The CHAIRMAN: I want every member to have the widest opportunity to examine, and unless you set a bad example, I will give you the widest opportunity to examine the witnesses. Go on, Mr. MacInnis. You will have an equal opportunity, Mr. Hartigan.

*By Mr. MacInnis:*

Q. You made your note on there because of the way the transfer was to be made; is that correct?—A. Yes.

Q. If the transfer had been made—or if there had been a promotion in the regular way, you would not have made any note?—A. No.

Q. It was merely a precautionary note, as you stated, to warn the commissioners, that there would be no—A.—no objection taken.

Q. Yes; that there were no extraneous circumstances taken into consideration.

The CHAIRMAN: No claim made.

*By Mr. Glen:*

Q. May I ask some questions now, Mr. Chairman?

The CHAIRMAN: Yes.

*By Mr. Glen:*

Q. Mr. Putman, would you tell me what was the date on which the transfer was made?—A. I will have to consult the file with regard to that.

*By the Chairman:*

Q. It is hard to find, Mr. Putman.—A. I do not see it there, because I think that he was there when the report was prepared—when this report was prepared.

*By Mr. Glen:*

Q. I know. But what is the date of your report?—A. I think the report of Mr. Putman's—I cannot see any date there—yes, April 2.

Q. April 2nd?—A. Yes, April 2nd.

Q. And the appointment was made after your report?—A. No; Mr. Foran raised some objection then.

Q. Was the appointment made after your report?—A. No. The appointment was made only on April 28th.

Q. That is subsequent to the date of your report?—A. Yes.

Q. Yes, subsequent to the date of your report.—A. But I believe that the report says that he is there on the staff already.

Q. He is already on the staff?—A. Yes.

Q. He was already on the staff when you made the report?

*By the Chairman:*

Q. He was on the staff before it was approved by the commissioners?—A. That is what I objected to.

Q. Just a minute—

Mr. GLEN: He was on the staff before you made the report; is that correct?

[Mr. A. Potvin.]

The CHAIRMAN: No, no. The board had no knowledge, the board, as a board, had no knowledge of his entry into the Civil Service Commission when they took his case up. He went there like a mouse.

The WITNESS: The report says, "after a month and a half's trial it is quite evident that Mr. Lochnan could be of considerable value to the organization branch."

*By Mr. Tomlinson:*

Q. Who said that?—A. This is Mr. Jackson's report.

Q. That is his report?—A. Yes.

*By Mr. Glen:*

Q. After a month and a half's trial?—A. Yes.

Q. And then your report came subsequent to that?—A. Yes.

Q. And you were pointing out that the fact of his being a member of the Drama League would render him— —A. That was only incidental. It was only showing what the criticism might be.

The CHAIRMAN: I admit—well, go on, Mr. Glen.

*By Mr. Glen:*

Q. When you made your report, he had already been a month and a half on probation, as it were; and it was found that he would be of considerable value to the investigators?—A. He had been there one and a half months without my knowledge.

Q. When the transfer was made, had you no say in it as a commissioner?—A. Yes.

Q. And did you give your report approving of the transfer?—A. It was a loan, at first.

Q. Answer the question. Did you not give it?—A. No.

Q. Were you asked to give an opinion on the board?

*By Mr. Tomlinson:*

Q. Did you know about the loan?—A. No.

*By Mr. Glen:*

Q. Or the transfer?—A. No.

Mr. TOMLINSON: I am talking about the loan. I am not talking about the transfer.

The WITNESS: No. The first time I heard about it was when this came to me through this report of Mr. Foran's.

*By Mr. Glen:*

Q. All right. Your evidence is you were not asked anything regarding either the loan or the transfer, and that the transfer had been made; is that correct?—A. The transfer was made afterwards.

Q. All right, the transfer was made afterwards.—A. It was not a transfer. It was proposed—it was suggested that he would be transferred.

Q. Yes?—A. He was on loan. He had been on loan for a month and a half. Then it was proposed to us to transfer him.

Q. All right.—A. But it was irregular because we do not transfer temporaries.

Q. He was transferred—

Mr. TOMLINSON: Do not say it was "irregular", when he was not transferred; he was only loaned.

The WITNESS: The suggestion was made—

Mr. GLEN: Let us get it clear. Surely we can get it clear in two or three questions.

*By Mr. Glen:*

Q. He was on loan, and the transfer was made subsequently? Is that correct?—A. It was made, yes, subsequently.

Q. Yes. You can say "yes" to that.—A. On the 28th of April.

Q. Yes, it was made?—A. Yes.

Q. The transfer was made?—A. Yes.

Q. It did not come before you as a commissioner to o.k. the transfer?—A. Oh yes; we o.k. the transfer.

Q. I thought you told me he had not been.

The CHAIRMAN: Afterwards.

Mr. GREEN: Afterwards.

Mr. TOMLINSON: No; not after the regular transfer.

The WITNESS: Yes, it came to me.

Mr. TOMLINSON: Did it not come—

The CHAIRMAN: I will explain to you how it was.

Mr. GLEN: The witness will not make it clear. He confuses it.

The CHAIRMAN: If you will permit me—

Mr. GLEN: Surely.

The CHAIRMAN: Just a minute, I will explain it to you. That fellow was in the Department of Finance, temporarily, on account of the illness of Miss Clark. There is nothing on the file to show that he has been transferred—you may call it loan or anything else—to the Civil Service Commission. But he went there; and a month and a half after he was there, Mr. Jackson dictated his memorandum, which Mr. Putman signed, to the commission telling them that his services were good. You see, that is the point. He went into the commission without the authorization of the board. Is that not the case, Mr. Putman?

The WITNESS: Yes.

The CHAIRMAN: That is the point, whether you call it transfer or loan or anything else; he jumped from the Department of Finance to the commission.

Mr. TOMLINSON: This is very important to me—due to this memorandum.

Mr. GOLDING: Just a minute; let Mr. Glen get through.

Mr. TOMLINSON: I know what Mr. Glen is trying to get out of the witness, but the witness is not bringing it out.

The CHAIRMAN: Oh, oh.

The WITNESS: I am willing to tell you all I know about it.

Mr. GLEN: All right.

The WITNESS: But what Mr. Chairman has said is right.

Mr. GLEN: You are confusing me, I must say.

Mr. GREEN: In view of the fact that Mr. Potvin is French speaking, I think it is a little unfair to throw questions at him so fast and then, if he does not answer them in the way we understand them, to blame him.

The CHAIRMAN: Our friend Mr. Glen is a fast speaker.

Mr. GREEN: He has accused him of confusing things.

The CHAIRMAN: On the other hand, I am sure that the witness is doing his best.

Mr. Glen: I want to be clear.

The CHAIRMAN: I am sure the witness and Mr. Glen will understand each other perfectly.

Mr. GLEN: I will not be unfair to the witness.

Mr. GREEN: Do not ask your questions so fast.

[Mr. A. Potvin.]



*By Mr. Glen:*

Q. I am asking a very simple question. As I understand it—correct me if I am wrong—A. Yes.

Q. —this man was on loan or on transfer to the department; and you have told me already that you had not o.k.'d that and he was actually in the department; but then this memorandum was made by you in which you referred to the question of the Drama League, and that is the point I am coming to.—A. That is afterwards.

Q. All right. I am going to ask you this question: Had you been consulted with regard to the transfer of this man, and had you known he was a member of the Drama League, what would your attitude have been then?—A. I would certainly have approved of it.

Q. Why should you call attention to the fact that the man is a member of the Drama League, and therefore it is a disqualification in your judgment?

*By the Chairman:*

Q. Explain the whole thing.—A. I brought that fact out because oftentimes I would point out to my brother commissioners every ground on which we might be criticized.

Q. Favouritism.—A. Fairly or unfairly.

Q. Favouritism.

*By Mr. Glen:*

Q. If it happened that there were a bunch of Presbyterians in it, would you object to Presbyterians?—A. Not at all.

Q. No. Why in the world would—A. Some of my best friends are Presbyterians.

Q. Why would you object to any one getting an appointment in the service because he happened to be a member of the Drama League?

The CHAIRMAN: Would you like me to explain?

The WITNESS: I did not object on that ground at all.

Mr. GLEN: Why did you mention it?

Mr. GOLDING: Mr. Chairman—

The WITNESS: It was just to point out that we might be criticized unfairly on that point.

*By Mr. Glen:*

Q. Why should you be criticized unfairly because a man is a member of the Drama League? Why should you be criticized?

The CHAIRMAN: Mr. Glen, will you permit me to ask a few questions?

Mr. GLEN: Let him answer this.

The WITNESS: I will answer him.

*By Mr. MacInnis:*

Q. Had you any suspicion that this man was being transferred because he was a member of the Drama League? Did you have that suspicion?—A. Well, really I was in doubt. I did not know.

Mr. GOLDING: Mr. Chairman—

The WITNESS: Because there was something irregular; I did not know what was the cause of it.

*By Mr. Glen:*

Q. You leave me in this position, Mr. Potvin, with your evidence, that there must be some story behind your evidence, or you would not have called attention to the fact that a man was a member of the Drama League?—A. Oh, no.

The CHAIRMAN: I will tell you right now, Mr. Glen.

The WITNESS: No, Mr. Glen.

The CHAIRMAN: I will ask Mr. Potvin just one question.

*By the Chairman:*

Q. Mr. Potvin, you stated that the young man Lochnan went into the Civil Service Commission outside of the knowledge of the board?—A. The first time he came in there, yes.

Q. When he went there?—A. Yes.

Q. He was first in the Department of Finance?—A. Yes.

Q. Yes; and as temporary?—A. Yes.

Q. And is there anything on his file from the moment that he wrote to the Civil Service Commission on February 10, 1938, except Mr. Putman's memorandum of April 2, which shows that the Civil Service Commission has approved, has loaned or transferred him from the Department of Finance to the department of the Civil Service Commission?—A. No.

Q. There is only one letter which I have read. Will you please read it again in full; F.P.—who is F.P.?—A. F.P? I could not say just now.

Q. Will you please read that letter?—A. These are Miss Munro's initials.

Q. Miss Munro's?—A. Yes, I think so. It reads:—

DEAR SIRs—According to the records of this office you were successful as a result of competition number 25841 for postal clerk. This qualifies candidates also for promotion to position of clerk, grade 2, and it would be unnecessary therefore for you to compete in the forthcoming examination.

Mr. GOLDING: Mr. Chairman, just a minute; I think I can understand Mr. Potvin's viewpoint all right.

*By Mr. Golding:*

Q. This transfer or assignment, whatever you like to call it, was in your opinion not just properly done?—A. Yes, that is true.

Q. It was not regular?—A. No.

Q. And Mr. Jackson was very prominent in connection with the Drama League, was he not?—A. Yes; that is what I was told.

Q. And if this young man was associated with him, you had the suspicion in your mind that, on account of that fact other people—other employees in the department—might think that it was on that ground he had this transfer, or was given this favour?—A. That is exactly what I thought.

Q. I think that is understandable.—A. That is exactly what I thought.

The CHAIRMAN: That is fair. I think that is fair. Would any one of you gentlemen, as deputy head of any department, tolerate that man getting there surreptitiously like that, without proper authorization?

Mr. TOMLINSON: Now, now, Mr. Chairman.

Mr. GOLDING: Just a minute. I do not see that there should be any criticism particularly about this.

Mr. TOMLINSON: Well, I register it right now.

Mr. GOLDING: Just a minute.

The CHAIRMAN: It is a matter of opinion.

Mr. GOLDING: Personally, there is nothing in my mind—I have no thought that Mr. Potvin would have anything against anybody connected with the Drama League, or against anybody connected with any organization or association—

The WITNESS: That is true.

[Mr. A. Potvin.]

Mr. GOLDING:—of any kind. But owing to the irregularity of this thing, and thinking that perhaps the associations might be construed as having favoured this individual, I can see his viewpoint.

The WITNESS: That is exactly what I thought at the time.

Mr. GLEN: Mr. Chairman, I am going to ask one direct question.

The CHAIRMAN: All right.

*By Mr. Glen:*

Q. Do you think this man got that appointment because he happened to be a member of the Drama League?—A. No—emphatically no.

Q. You do not?—A. No.

Mr. GREEN: Mr. Chairman, I think we should be consistent. There have been insinuations made that there was office politics in the civil service and that there was favoritism. Now we have a case here in which the civil service commissioner apparently suspects it and he quite rightly tries to stop it. Why should there be a hue and cry against him for having done something wrong because he is trying to stop or to check favoritism or office politics? It seems to me that a meaning is being placed on his notes, which is certainly far beyond reason.

Mr. GLEN: In reply to Mr. Green, Mr. Chairman, may I say that he has left the implication there that I am accusing Mr. Potvin of knowing of some office politics which enabled a man to get an appointment. The point I am trying to make—and I think Mr. Green will recognize it when I state it—is that no man, be he a member of the Drama League, be he a member of the Masonic order or be he a member of any individual church, should have it called to the attention of the commission that he is a member of that league, order or church and have it operate as a disqualification against his appointment, if he has the academic qualifications for it.

Mr. GREEN: Here is the irregularity. He attacked the irregularity and he is giving his ground for doing so.

Mr. GLEN: There is only one conclusion to be drawn from the witness' evidence, and that is this: despite what he says, this man was appointed to the commission because there was somebody with sufficient influence to get him that appointment because he was a member of the Drama League.

The WITNESS: No.

Mr. GOLDING: Mr. Chairman, let me ask Mr. Glen this question. If you were in the department, and one of the employees, perhaps Mr. Lochnan—I do not know anything about him—came in there a long time after you did and you saw that he was transferred to another department, would there not be a suspicion in your mind that on account of the association he had with these other men, he got the position?

Mr. GLEN: The answer to me is—

Mr. LACROIX: There is no doubt that that is in the mind of the public right now. It is in the mind of the public right now that the Civil Service Commission promotions and appointments are under the control of either a family compact or some secret society or league. That is the thought which is now in the mind of the public. I can quite understand the situation that Mr. Potvin saw, and he had to be very careful. There is no doubt about that; that is what we hear every day. We hear every day that promotions are made because of influence. There is only one way for us to eliminate that possibility, and that is to expose it. The Civil Service Commission is used as a blind to cover everything.

Mr. TOMLINSON: I want it understood right now that I have nobody to protect in this whole Civil Service Commission. I have not even got a relative in it nor a near relative nor a distant relative.

The CHAIRMAN: Everybody knows it.



Mr. TOMLINSON: But I would like to know why any commissioner would place these notations on a report, that because a man belongs to a Drama League he should not be appointed. He might just as well have been a member of the United Church or the Knights of Columbus or the Drama League.

Some Hon. MEMBERS: No.

Mr. TOMLINSON: I say he might. It is the same thing, and I am not going behind it.

The CHAIRMAN: If you are through—

Mr. TOMLINSON: Wait until I am through.

The WITNESS: If you like—

*By Mr. Tomlinson:*

Q. Just a minute. Why should any man mention that when he could have stated he objected to this appointment because of irregularity and set out these irregularities?—A. I did.

Q. You did set them out?—A. I did. That is my signature approving of this, and besides—

Q. Where is the irregularity?—A. There.

Q. Let me read it right here. Certainly they were not on your memorandum.—A. They are there. I approved of the memorandum.

Q. You approved of it?—A. Yes; I signed twice on that page.

*By the Chairman:*

Q. You made a mistake, Mr. Potvin, and I will tell you after my brother colleagues are through.

*By Mr. Tomlinson:*

Q. The objections I see to this case are as follows:—

1. It is fundamentally wrong to assign a grade 1 clerk to do definitely higher grade work. With any other department the position would be investigated and classified before an assignment was made, and if this were classified as grade 3 or grade 4, which it is, Mr. Lochnan would not be eligible.

2. Mr. Lochnan's educational qualifications, as submitted, are not outstanding. They may be for a grade 1, but not for a higher grade.

This man who was doing grade 1 work was a B.A.

Mr. HARTIGAN: Whose report are you reading from?

Mr. TOMLINSON: Mr. Foran's.

The WITNESS: It was signed by me.

Mr. TOMLINSON: Signed by this man.

*By the Chairman:*

Q. You made a mistake in signing that, and I will tell you why afterwards.

Mr. TOMLINSON:—

The Act does not contemplate picking up a man whose qualifications seem to suit, and fitting him into a position.

3. Mr. Kinahan's replacement would have been made long ago if it had not been for the delays occasioned by the parliamentary committee. As for the period of training required, Mr. Lochnan has been reporting on unit surveys and other matters after one month's trial.

A. That is wrong.

Q. No, it cannot be wrong; you signed it.

The CHAIRMAN: Just a minute.

[Mr. A. Potvin.]

The WITNESS: I made a mistake there.

*By Mr. Tomlinson:*

Q. What?—A. I made a mistake in signing this because I did not approve of that part.

*By the Chairman:*

Q. Why did you— —A. I took exception.

Q. Why did you not dissent from that part as you did dissent from the other? That part of the memorandum was insulting to all of us, and if Mr. Foran wanted to be fair or to be grateful he had only to express his thanks to the members who took his part in the committee. He blamed all the members, even those who said a good word for him at the time. You should have said, "Well, this should be struck out with blue pencil."—A. Errare humanum est.

Q. No. I tell you that at the present time, and I do not pay any attention to what is said about me. I resent very much what is said about my colleagues by the Civil Service Commission which has no right to pass any judgment on us, although we can pass judgment on them.—A. May I state emphatically, Mr. Chairman, that it was far from my intention to throw any blame or to cast any reflection at all either on this committee or on the Drama League.

Mr. TOMLINSON: Well, you certainly did.

The CHAIRMAN: I will tell you something. Will you permit me for a moment?

Mr. TOMLINSON: Yes, go ahead.

The WITNESS: I am under oath now, and I make that statement.

*By the Chairman:*

Q. That is all right and it is finished. Now, Mr. Potvin, I want to tell you one thing. How did Lochnan get into the Civil Service Commission? That is the main point. Under whose authority did he get there?—A. I do not know.

Q. You do not know?—A. Do you mean the first time.

Mr. TOMLINSON: No.

*By the Chairman:*

Q. I mean the first time.—A. I do not know.

Q. Who took him by the hand and brought him into the commission?—A. I do not know.

Q. Who pushed him there; you do not know?—A. No.

Q. Is there a minute approving his transfer before he was transferred? Look at me. Is there any minute of the board approving the transfer of Lochnan to the Civil Service Commission before he was transferred?—A. Before he came in there?

Q. Before he went to the Civil Service Commission?—A. No.

Q. There is not. Then, who took him by the hand and brought him there? Who was his guardian angel?—A. I do not know him.

Q. You do not know.

*By Mr. Tomlinson:*

Q. Tell me, why did you sign this memorandum? Tell me why you signed it.—A. I signed it because of the irregularities that are mentioned.

Q. You made a note on the bottom. Do not forget that. You said here at the bottom of this letter: "Is this Mr. Lochnan a member of the Ottawa Drama League? If so, there might be unjustified blame attached to the commissioners for his appointment." Are those your initials?—A. Yes.

Q. Why did not the rest of the commissioners sign this? Why did not they put their memorandum on the bottom?—A. We had a meeting of the board. We discussed the question and we decided then—

Q. What did you decide? Say it right now.—A. We decided at the board—we decided that we would study the case more carefully, and Mr. Foran was to put through a memorandum covering our view of the matter, our point of view.

*By Mr. Hartigan:*

Q. Was it because there were—I do not know anything about this—  
Mr. TOMLINSON: Neither do I.

*By Mr. Hartigan:*

Q. I am asking this question, therefore, to gather some information. Was it the fact that too many members of the Drama League had been appointed, and you were afraid— —A. No, not at all.

Q. Was it because anybody in the Civil Service Commission was interested in the Drama League; was it because any member of the Civil Service Commission— —A. You mean, if I objected to his transfer?

Q. No, because you were frightened of outside criticism.—A. Yes.

Q. Was it on account of the interest that had been taken in the Drama League by the Civil Service Commission?—A. Yes.

Q. The commissioners?—A. I take some interest in it—

Q. Do not get him mixed up or he will say something that he does not mean. First of all, you said it was not because of too many appointees made to the Civil Service Commission from the Drama League that you put that notation there. Well, now, I am asking you— —A. No, not exactly. I put it there because I knew that several members, several employees of the commission had belonged to that league and we might be unjustifiably criticized. I take an interest in it—

Q. Now— —A. I take an interest in the Ottawa Drama League myself.

Q. That is what I am coming to. I am not trying to get anything from you that is not right. What you say is, on account of the interest taken in the Drama League by the Civil Service Commissioners you did not want this appointment to go through?—A. No.

Q. That you thought you might be subject to unfair criticism—

Mr. GOLDING: It was irregular anyway.

The WITNESS: No, it was not on account of that; it was on account of the irregularity; but in addition to that—

*By Mr. Hartigan:*

Q. Why should you state—

The CHAIRMAN: It was a mutual admiration society, and it was because of the irregularity. I might say the Drama League of Ottawa is recognized as a society of mutual admiration and they are all pets, and they try to protect each other unduly. Jackson took the liberty of bringing him into the Civil Service Commission without the authorization of the commission. Excuse me; if I do not speak loud you won't hear me.

*By Mr. Hartigan:*

Q. Was it because they were interested in the Drama League all together?

The CHAIRMAN: It is a league of petting, that is all, shameful petting.

*By Mr. Hartigan:*

Q. Would you say because they were interested in the Drama League they would have no right to apply for a civil service position?—A. That is not the objection at all, legally.

Q. What I am getting at is this: was it because you were afraid of criticism? Would it be that? It must have been that or there were too many appointees made from that league. Had there been many appointees made from it?—A. No.

[Mr. A. Potvin.]



Q. Was it that the league was interested in it?—A. No, it was not that.

Q. All right. Now, with regard to his getting into the Civil Service Commission. Would that be unusual, without the commissioners knowing about it?—A. No.

Q. A minister may move a person appointed to the Civil Service Commission without going through a routine examination. Is not that so? That has been done?

The CHAIRMAN: No.

The WITNESS: Not to my knowledge.

Mr. TOMLINSON: Temporarily.

The WITNESS: The Civil Service Commission?

Mr. GREEN: No, the commission staff.

The WITNESS: No, never to my knowledge.

*By Mr. Lacroix:*

Q. Who are the members—

*By the Chairman:*

Q. If you will permit me I shall ask one question of Mr. Nelson who looked into the file, which will tell about his competition—A. Are you through with me?

The CHAIRMAN: For the time being.

Some Hon. MEMBERS: No.

*By Mr. Lacroix:*

Q. How many members of the Civil Service Commission are members of the Drama League?—A. I do not know. I knew that Mr. Jackson was interested in it. When he was the author of the report I was afraid of unfair criticism.

*By Mr. Glen:*

Q. It would mean that if any person, who is an applicant for a position in the Civil Service Commission, is a member of the Drama League, he had better get out of it?—A. Oh, no.

Q. You do not think that?—A. I am an admirer myself of them—far from it.

Q. You would not say that?—A. Far from it.

Q. All right, if you say far from it, if that is true—A. They may have some experience required.

Mr. LACROIX: I really think that a man who is a commissioner like Mr. Patterson should be outside of everything, outside of any society, because that is very important.

Some Hon. MEMBERS: No.

Mr. LACROIX: The Drama League or any other league.

Mr. TOMLINSON: You are going to ostracise him.

*By Mr. Glen:*

Q. May I ask one or two questions, Mr. Chairman. From your evidence and from the expressions in the memorandum, is it correct to say that any person in Ottawa or elsewhere who is a member of the Drama League need not apply?—A. Oh, no, I would say emphatically no. That is not fair.

Q. If you will say no to that, why in the world did you put that at the bottom of the recommendation, calling attention to the fact that this young man was a member of the Drama League?—A. Mr. Golding a few moments ago expressed exactly what I had in mind at the time, that I wanted to avoid unfair criticism which might have been exercised for the appointment. If we had to precede that way, irregularly, I wanted the law to be followed

strictly so that we would be above criticism, and nobody could come to us and say, now this is another member of the Ottawa Drama League that you have appointed.

Mr. HARTIGAN: No.

*By Mr. Glen:*

Q. That is just the very point; you say, another member of the Drama League. Will you give evidence that there are men in the service to-day who are there because they happen to be members of the Drama League?—A. Because they are—

Q. Because they happen to be members of the Drama League?—A. No.

Q. Even if that is true, why should you now call the attention of the commissioners to the appointment of this man who might be a member of the Drama League?—A. Because I thought those accusations would be unfair—

Q. I would say it is mighty unfair.—A. I think you are right, Mr. Glen.

Q. Now, I want to get from the witness' own mouth exactly his own position; and what I cannot understand, Mr. Potvin, is that you in the memorandum which you signed should call your colleagues, your fellow-commissioners', attention to the fact that this man is a member of the Drama League. There must be something behind that, or some story that you have not told?—A. Mr. Glen, I have told you everything I know about the thing.

*By Mr. Hartigan:*

Q. Was the man who recommended, the man who pushed this man in, the man who advised this appointment; was he a strong personage in the Drama League; would that be the case?—A. I do not know—

The CHAIRMAN: Order, gentlemen. Will the reporter please read the question again to the witness.

The Reporter Reads:—

Was the man who recommended, the man who pushed this man in, the man who advised this appointment; was he a strong personage in the Drama League; would that be the case?"

The WITNESS: Personage?

The CHAIRMAN: Personage, yes.

The WITNESS: Yes, he was.

*By Mr. Hartigan:*

Q. He was a leading personality in the Drama League?—A. Yes, he is well known.

Q. Then, that was the basis of your fear, was it?—A. Unfair criticism, yes.

Q. But the mere fact that somebody belonged to the Drama League or some society would not preclude his appointment to a civil service position, would it?—A. If everything had been legal and regular?

Q. Yes?—A. Certainly there is no objection to his being appointed because of his belonging—

Q. But has this personage, this unnamed person, been successful in recommending, and having appointed other applicants to the Civil Service Commission—not in the Civil Service Commission, but to the civil service—has he been successful in having—A. You mean, in the past?

Q. In the past?—A. Not that I know of.

Q. Why then did you fear to be associated with this particular position, with this personage?—A. The Civil Service Commission is blamed so much, censured for everything that they could possibly discover, and things thrown at it, that we have become very careful and sometimes fearful.

[Mr. A. Potvin.]

Q. From my own personal standpoint, my opinion would be that a person possessing sufficient culture to be a member of such an organization as the Drama League, to be able to take a part in a dramatic production, music and so forth, should be considered as having special qualifications rather than their being taken as a bar, or something to his detriment.—A. Sure, it is an asset.

Mr. GLEN: Well then, why in the world did you put that in at the bottom of your report, that qualification?

The CHAIRMAN: I want to be fair, gentlemen. I have nothing at all against the Drama League. It is understood that in the service it is all-powerful. But you will understand, if any discussion is raised—

Mr. TOMLINSON: There is nothing about the Drama League.

The CHAIRMAN: No, no, no, I am not saying that; but for your own information, in the civil service office politics which are complained of are controlled by the social side of life, by small organizations. The Drama League may be one, part of the Drama League; and my remarks were confined to part of the Drama League. Then, there are those who play a game of poker together, but we cannot obtain that; and there are those societies, social or atheletic, and the members of those societies form a ring; and we have an example of that here. And my point is not entirely with regard to the Drama League. It is not that; it is that Commissioner Potvin, and Mr. Bland and Mr. Stitt should have refused to sign any recommendation required of them till there was in the file a document indicating how this man had got in and who had brought him into the commission outside of their knowledge. That is why I blame you, Mr. Potvin; as I blame Mr. Bland and Mr. Stitt, for having approved the appointment of Lochnan without having on the file a document showing how that thing happened, and without carrying on an investigation in this case. That is the main point. And, you are supposed to look after the welfare of all civil servants, and you don't even know that one man gets into your own board. It is incredible.

The WITNESS: When we made the transfer, Mr. Chairman, we satisfied ourselves that that man was entitled to the position.

The CHAIRMAN: That is not the question. The fact that he went in there without your knowledge is an abuse of authority. Will you admit it?

The WITNESS: I do.

*By the Chairman:*

Q. You do admit it? Then, why did you not take action?—A. As soon as I knew about it I did.

Q. What action did you take? You should be a little agreeable, and that is all? What action did you take? Did you send Lochnan back to the Department of Finance?—A. No, we approved to his transfer after—

Q. Yes, you approved of the transfer?—A. —after having satisfied ourselves that he was the best man.

Q. Now, I want a direct answer to a direct question; wasn't it your duty as a commissioner to know how he got into the Civil Service Commission?—A. I did not know he was there—

Q. That is not the question. Will you please read my question to him, Mr. Reporter?

The Reporter reads:

Now, I want a direct answer to a direct question; wasn't it your duty as a commissioner to know how he got into the Civil Service Commission?

The WITNESS: It was certainly my duty to know it, and as soon as I knew it I took action.



*By the Chairman:*

Q. Therefore, you know how he got in? Well? Tell us. Tell us what you know?—A. I know he was there without my knowledge.

Q. Yes, but it is not that at all. I know that he was there without your knowledge and I am greatly scandalized at that. But I want to know how he got in there. How did he get in there without anybody knowing he was there? You are sworn as a commissioner of the civil service, and I am talking to you about your duties as a sworn commissioner.—A. This is also out of my knowledge, how he got there.

Q. Therefore— —A. Even now.

Q. Therefore, you did not act according to your duty; without knowing how he got in; did you know or did you not know how he got in there?—A. I know how he got in the last time, he was transferred, because we found he had the qualifications.

The CHAIRMAN: It is not that at all. There is no question of qualifications at all.

*By Mr. Green:*

Q. What time?—A. The first time—

*By the Chairman:*

Q. Now, just a minute; you say that you do not know how he got there now, after he has been there four months. If you had lived up to your oath as a commissioner he would not have got in there without your knowledge; that is the point?—A. I do not know even now.

Q. Therefore, you are not fulfilling your duty because you did not get the information that you are supposed to have before you approve of an appointment to your staff?—A. Well, I knew that he had been there on recommendation, by the report.

Q. Yes, yes: But how did he get there?—A. The report says—

Q. The report does not say so. I want to know how he got there. That is the main point, the Drama League is only incidental. I want to know how he got there?

Mr. MACNEIL: The report says so. .

Mr. TOMLINSON: That he got there.

Mr. MACNEIL: It says how he got there; the chief of the organization branch interviewed Mr. Lochnan.

Mr. TOMLINSON: The chief of the organization branch.

The WITNESS: And arrangements were made with the chairman of the Treasury board for his loan to the organization branch, and a replacement was provided by the assignment of a temporary clerk grade 1. That is what I read on the 3rd of April, I think.

Mr. TOMLINSON: Why didn't you say the chief of the organization branch approved that?

The CHAIRMAN: I wanted you to say that. I know it is on record, but I wanted you to state that the chief of the organization branch had said it. Now, what did you say to the chief of the organization branch: you said, Lochnan is a fine fellow, it will be well for the commission; you are right to bring him in, you are right; we are to be a rubber stamp again.—A. No. The fact of the case is that I have never been consulted.

*By the Chairman:*

Q. The point is that you personally have not been consulted?—A. Yes.

Q. You do not consider that you were in the class of the two other commissioners who did not approve of that. With the two other commissioners there

[Mr. A. Potvin.]

would have been a quorum of members and that would have been sufficient to approve of the whole thing?—A. I do not think so, I think I should be consulted, and I should be allowed to investigate the whole matter and see whether conditions like that are not—

Q. And what did you do, or what did you say? Why didn't you investigate it? Why didn't you ask somebody about it?—A. Then we had a meeting and we discussed it.

Q. Was the chief investigator present at the meeting of the board?—A. I don't remember, but I don't think so.

Q. You had a meeting when you discussed the matter on the 26th of April, when you had Mr. Foran's memorandum before you?—A. I think it was on the 25th. Yes.

Q. It was the 26th?—A. The 26th, yes.

Q. Well, what happened then?—A. Then it was explained that Mr. Lochnan had the proper qualifications, and I made inquiries and I found out that he had passed the examinations, so I said to my colleagues, and it was approved—I do not know whether I said it or one of my colleagues said it—this should not be a transfer because we do not transfer temporaries, but it should be an appointment from the list because that man is qualified; therefore it was regular.

Q. Yes, oh yes. And you did not complain after that that the appointment had been made outside of your knowledge, and outside of the knowledge of your board?—A. The initial step was irregular. It should have been approved by the commission.

Q. Oh yes, just a slight irregularity; only a slight irregularity; a man coming from outside into the Civil Service Commission—A. I did not say that.

Q. No, according to you it was only a slight irregularity?—A. I did not say that.

Q. Did you speak to the chief investigator about it?—A. Personally?

Q. Yes.—A. No, he never came to me.

Q. But you didn't call him to your office and tell him that he was all wrong?—A. No, I consulted with my colleagues.

Q. And you decided not to say anything to him, to cover up, to leave it at that, because Mr. Lochnan was such a remarkable boy?—A. We did not decide then. We went very carefully into the matter.

Q. What matter? It is a matter of abuse of authority. We heard to-day of your work, the work you did not do. We are here just to show that your authority has been set aside in this case and you did not complain, not even to the man who was responsible for it?—A. I said—not to Mr. Putman—

Q. No, he was the one who was responsible for the making of the report, and you read that report?—A. When I have a complaint I always go to my colleagues, I write down the complaint.

Q. You write down your complaint there and it goes into the waste paper basket; it might as well go there as to Mr. Foran. Why did you send it to Mr. Foran?—A. No, because Mr. Foran is supposed to do that.

Q. Mr. Foran is your bailiff?—A. He was there present at our meeting.

Q. And therefore Mr. Foran is your office boy—and tell him this and that. Do you think it is of the same authority when it is said by Mr. Foran or when it is said by the commissioners?

Mr. GOLDING: He is the secretary.

The WITNESS: He is the head of the staff.

The CHAIRMAN: He is the go-between.

The WITNESS: Suppose you are a deputy minister, you would call your chief of branch and tell him what is wrong with a man and he goes after the man.

*By the Chairman:*

Q. Yes, but Mr. Putman is the chief of the branch. He is chief of one of your four branches.—A. Mr. Foran is the chief of Mr. Putman.

Q. I am not particularly blaming Mr. Putman because probably he was too good hearted; but you deserve more blame than Mr. Putman, and you will never have your authority respected in the commission if you act like that. It is absurd. Did any one of your colleagues, to your knowledge, speak to Mr. Putman about it?—A. No.

Mr. GREEN: Mr. Chairman, could we hear Mr. Bland before we break up?

Mr. BLAND: Mr. Chairman, can I say a word on this before you are through, because I think I can shed a little light on it?

The CHAIRMAN: Just a minute, Mr. Bland. I want to hear Mr. Nelson.

S. G. NELSON, recalled.

*By the Chairman:*

Q. Mr. Nelson, will you please tell us the qualifications of Mr. Lochnan, as postal clerk, and his qualifications according to the examinations he has passed in the civil service.—A. May I refer, first, Mr. Chairman, to the examination from which he received his appointment?

Q. Yes.—A. In 1936 in the census examination Mr. Lochnan ranked 213th and secured appointment in order of merit to the census staff by virtue of that ranking.

*By Mr. Golding:*

Q. How many wrote the examination?—A. A very large number, about six or seven thousand. Actually around 1,300 were successful.

*By Mr. Glen:*

Q. And he was 213th, Mr. Nelson?—A. Yes.

*By the Chairman:*

Q. On the census examination?—A. Yes.

Q. There were 1,310 candidates, and he was 213th?—A. And that examination qualified him as clerk grade 1 after the census work had finished.

Q. Will you please tell us about the postal clerk examination?—A. According to the information I am given, Mr. Lochnan was a successful candidate for postal clerk but was not ranked. Now, I have not the file before me but I think possibly the explanation of the fact that he is not ranked is that there were a considerable number of returned soldiers who qualified.

Q. Before him?—A. Yes.

Q. And he passed ahead by classifying him as grade 2? He passed ahead?—A. Well, he has not secured any benefit, Mr. Chairman, from this examination. The only value that the postal clerk examination could have for Mr. Lochnan would be—unless he were prepared to accept an assignment as postal clerk—would be if at a later date it was desired to promote him to clerk grade 2, and he would have made the necessary written examination. He would be eligible for recommendation to promotion to clerk, grade 2; but he did not get either his assignment in the census or his present assignment from his postal clerk examination. Both those assignments came from the clerk, grade 1, examination that he passed in 1936.

Q. The postal clerk matter was not considered then?—A. That has not entered into it at all as yet.

Q. You had nothing to do with his transfer from the finance department to the Civil Service Commission?—A. No, nothing whatever.

Q. Therefore, will you please read the letter from the secretary which is supposed to have been written by Miss Munro? Please read that letter and tell us if you had anything to do with that letter?—A. This is a letter from the secretary to Mr. Lochnan under date of February 21, 1938:—

[Mr. S. G. Nelson.]



According to the records of this office you were successful as a result of competition No. 25841 for postal clerks. This qualified candidates also for promotion to a position of clerk grade 2, and it will be unnecessary, therefore, for you to compete in the forthcoming examination.

That is signed by the secretary.

*By Mr. Glen:*

Q. That is correct, Mr. Nelson?—A. Yes. While I had nothing to do with this letter I think I possibly know the explanation.

*By the Chairman:*

Q. Will you please give it?—A. About that time we were holding a general qualifying examination for promotion to clerk, grade 2, open to the service here at Ottawa. That is not a competition to fill specific vacancies, but to qualify these people, as far as a written examination is concerned, if at a later date they should become candidates for promotion to clerk, grade 2.

I would assume that Lochnan had enquired as to whether it would be necessary for him to take this clerk, grade 2, examination in view of the fact that he had already passed a postal clerk examination. That is a general ruling that would be applicable to a good many individuals who had taken the same examination.

Q. If an employee enters the service and qualifies in an examination he cannot enjoy—A. He could not get an assignment unless he reached an order of merit; but promotion to what we call entrance classes requires that the candidate must have gained a qualifying standard. If a man is going to be promoted to clerk, grade 2, before he can be considered, he must have passed either the entrance examination for clerk, grade 2, or an equivalent promotion examination.

Q. It is not fair for those who have passed that examination and who are ahead of him because you should take somebody from the eligible list to fill the vacancy of clerk, grade 2, before him and take him only when his name is reached?—A. Oh, definitely. But it is not a question of assignment, really.

Q. He goes above.—A. The suggestion here, Mr. Chairman, is that it is not necessary for Lochnan to take any further examination to meet what we call a qualifying standard as set for entrance grades. No man can be promoted to a clerk, grade 2, position unless he passes an examination for clerk, grade 1. But he is not promoted directly from his standing in that examination. It is not a question of the order of merit; it is simply that a man must have established that he is up to the general standard for grade 2. The actual appointment is not made on the examination standing, but on the basis of the departmental reports from among those employees who have met that qualifying standard.

Q. It means that if he had not passed that examination he would not have been considered as grade 2?—A. He could not be considered—when he would wish to become a candidate for grade 2—he could not be considered for rating because he had not met the qualifying standard; that is, he will not get any assignment to grade 2, no new appointment to grade 2, on the strength of this postal clerk's examination.

Q. As was stated in committee, this examination would surely have been for promotion.

*By Mr. Glen:*

Q. He gets his merits now. It is done on his own merits?—A. If at a later date within the commission it were desired to make an appointment—make a promotion rather, to a grade 2 position, then Lochnan would be eligible for consideration along with any others who had also met this qualifying requirement for grade 2.

Q. So far as Lochnan was concerned, he was entirely within his own rights in applying for this position and sitting for the examination, was he not?—A. I do not think there is any question whatever that his assignment has been entirely in order, as he was assigned to the census in order; when the work ran out there, he was further assigned to the treasury in order of merit.

Q. Quite.—A. And this question of transfer is altogether apart from that.

*By Mr. Tomlinson:*

Q. He has had some increases?—A. No. He is at the same salary.

The CHAIRMAN: No; but the point is that a man goes through one department into another outside of the knowledge of the heads of the department he goes into.

Mr. MacNEIL: Could we have Mr. Bland on that point?

The CHAIRMAN: Yes.

Mr. TOMLINSON: Let us clear that up.

*By the Chairman:*

Q. Did you have anything to do with the transfer of Lochnan from the assignment branch to the organization branch, Mr. Nelson?—A. No, nothing whatever.

Q. All right.

Mr. TOMLINSON: I think we had better have Mr. Bland right here.

The CHAIRMAN: Mr. Bland, will you please come forward?

Mr. GOLDING: It is ten minutes after six now.

The CHAIRMAN: If we have Mr. Bland—it will not take long—we might hear Mr. Stitt also.

C. H. BLAND, Chairman, Civil Service Commission, recalled.

*By Mr. Glen:*

Q. Tell us all about this, Mr. Bland?—A. Mr. Lochnan was a successful candidate, as Mr. Nelson has pointed out, at an examination which gave dual qualifications—the first was for employment on the census and the second was when the census employment was completed, for clerks grade 1 anywhere in the service. He was assigned in order of merit as Mr. Nelson has said to the census. When his work was all finished he was assigned in order of merit to the comptroller of the treasury's staff.

The CHAIRMAN: Do not speak so fast, Mr. Bland.

The WITNESS: All right, I will try not to. At that particular time—I am putting the thing together from the evidence that has been given—at that particular time, as Mr. Putman has said, the organization branch was particularly pressed for clerical assistance. They had a great many unit surveys on hand and they were getting behind. Mr. Putman suggested to me, as did Mr. Gilchrist at the time, that if we could find any suitable grade 1's who were employed in other branches of the service and who would fit particularly well in the clerical work in the organization branch of the commission, it would be good business to find them and use them. Apparently at that time Mr. Jackson—this is subject to his collaboration—apparently at that time Mr. Jackson either heard from the comptroller of the treasury or knew Lochnan or in some way got some information about him, and he went to Mr. Putman and said, "Here is a boy that looks as though he was a good man for grade 1."

*By the Chairman:*

Q. Mr. Jackson took him in hand—took charge of him and brought him to Mr. Putman; Mr. Jackson did that?—A. Perhaps you will let me tell the story, Mr. Chairman.

[Mr. C. H. Bland.]

Q. No; you say that Mr. Jackson brought him to Mr. Putman?—A. No; I say Mr. Jackson went to Mr. Putman and spoke about him—to him of Mr. Lochnan, apparently. This can be checked with Mr. Jackson, any way. Apparently at that time Mr. Jackson said to Mr. Putman, following out what we decided some time ago, that we should look for qualified young grade one's in the civil service, "Here is a chap that looks as if he would be a good man." He was a graduate of St. Patrick's university; he had had some census experience. He looks like a bright boy. Apparently Mr. Putman telephoned to the comptroller of the treasury branch and asked them if they would loan Mr. Lochnan for trial with the commission.

*By the Chairman:*

Q. Was that to your knowledge?—A. At that time?

Q. Yes?—A. No, sir. Well, let me qualify that—I knew of the general situation. I did not know anything about Lochnan.

Q. You knew of the general situation?—A. Yes; but I did not know anything about Lochnan.

Q. Did Mr. Putman speak to you before Lochnan was brought to the commission?—A. About Lochnan?

Q. Yes?—A. No. He spoke to me about the need for several clerks grade 1. He did not speak to me about Lochnan.

Q. He spoke generally?—A. Yes, that is correct. He apparently—

Q. And did you tell him to bring somebody right away?—A. Well, at that time, Mr. Chairman, I was pretty busy up in the committee, and I do not think I gave Mr. Putman any definite instructions on that at all. I knew what he was doing, but I was not paying much attention at that time to whom he got.

Q. No, no. Just a minute. Putman went to see you?—A. Yes.

Q. Mr. Putman went to see you?—A. Yes.

Q. And stated, "We have a pressure of work"?—A. Yes, that is right.

Q. "And we need somebody"?—A. That is right.

Q. And you left each other at that?—A. Yes, with the understanding that he would see what he could find.

Q. What he could find?—A. Yes.

Q. And you had in mind that he would report to you when he had found some one?—A. Well, normally he would; that is true.

Q. As everybody would have?—A. Yes, that is true.

Q. And he did not mention Lochnan?—A. No.

Q. Before bringing him into the commission?—A. That is true.

Q. And the first knowledge that you had that Lochnan was in there was when you read Jackson's report?—A. Well, I cannot say definitely. I may have heard something from Mr. Putman in the intermediate period between the time he first spoke and the time the report came in.

Q. But he had been there for fifteen days or three weeks then?—A. Yes, that is true.

Q. Or a month?—A. Yes.

Q. Possibly a month?—A. It may have been, I do not know.

*By Mr. Tomlinson:*

Q. On loan?—A. On loan.

Q. On loan.—A. On loan from the treasury branch.

*By the Chairman:*

Q. Was he paid by the civil service?—A. Paid by, I think, the comptroller of the treasury.

Q. By the Comptroller of the Treasury?—A. Yes.



Q. And when he was with the commission was he working in the office of the Comptroller of the Treasury or where was he working?—A. He was working with Mr. Jackson.

Q. With Mr. Jackson?—A. Yes.

Q. That would be in agriculture and pensions and those other branches?—

A. I do not know what particular work was delegated to him.

Q. He was appointed to work with Mr. Jackson?—A. Yes.

Q. And how is it that Lochnan came to work for the commission?—A. Well, Mr. Jackson reported that he thought he was a good type of boy, and they put in this report asking that he be loaned to the commission so that we could find out his capabilities. He was only with the Treasury board as a temporary. In his statement Mr. Foran did not approve of the appointment, and at my request we instructed Mr. Foran to go more deeply into the matter with the result that it was recommended that Mr. Lochnan be transferred to the commission temporarily and that a clerk grade 1 be appointed to the Treasury board to replace him. As a matter of fact I don't think the appointment has ever gone through, I think he is still on loan with us.

Q. He is on loan with you, but, Mr. Bland, I tell you that is a very irregular practice. You are in charge of the Civil Service Commission and you should not allow anybody to get into the Civil Service Commission without your approval, you know that very well?—A. Let me say a word about that.

Q. You will admit it is irregular?—A. I do not think there was anything irregular about it.

Q. I do not see anything about it that was regular.—A. I think it would have been wiser if it had been reported in the first place.

Q. It was irregular, because the statute does not permit of the transfer of a temporary.—A. I did not see anything irregular in what was done. He was on loan to us.

Q. I am personally against loans, they should be transfers. There is nothing to indicate whether it was a loan or a transfer?—A. Not on the files.

Q. He got in there, and I am trying to establish by whom?—A. The point I wanted to make is what I said a moment ago, that when this matter came up I communicated with the commissioners and said that we should find out what Lochnan's examination standing was, or what his qualifications were. I enquired from the chief examiner if he had passed the examination, and I found that he had, and that he was eligible for appointment.

*By Mr. Tomlinson:*

Q. You satisfied yourself as to his qualifications for temporary appointment?—A. I satisfied myself that he had passed grade 1. I satisfied myself that he had passed the examination and was qualified for appointment as a clerk grade 1, and that he could do the work of a clerk grade 1, and then it was recommended that he be appointed to the commission in that capacity as he had qualified by examination; that that would be better than having him on loan, that he should be appointed to the commission as a clerk grade 1 in a temporary capacity.

Q. Now, were you not more or less satisfied that he was qualified to do the work of a junior investigator?—A. I satisfied myself that he had the qualifications for appointment as clerk grade 1, and that is all he did. But, as I said, he is on loan to us.

*By Mr. Glen:*

Q. That is the very point, at your request this man was transferred to you?—A. Yes.

Q. You have persons on loan in a great many departments?—A. Yes.

[Mr. C. H. Bland.]

Q. The procedure followed in this occasion is the same as has been followed in many others?—A. It is similar to that followed in a great many other cases, yes.

Q. The objection taken here is that there should be some method whereby a certain person could not get hold of a position simply through influence with some member of the Drama League or other organization of any kind?—A. Yes.

Q. Is there any method you can suggest by which such a situation could be overcome, so that such an accusation could not be made against the commission?—A. You see, in this case, we needed men whom we could train for the work. Here was a young man who was deemed a likely prospect. He was employed temporarily in the office of the Comptroller of the Treasury. He had the qualifications for appointment to our staff. We arranged with the Treasury to have him loaned to us. It was only a temporary arrangement. So far as I can see there did not seem to be very much wrong with that.

Q. Outside influences then would have no effect upon his appointment?—A. It could not, not at that time, no.

Q. And never could have?—A. No.

*By Mr. Green:*

Q. If there was nothing wrong, why did Mr. Potvin put this notation at the foot of Mr. Foran's memorandum?—A. I think what has been brought out indicates what was in Mr. Potvin's mind was the thought that Mr. Jackson had been a member of the Drama League and that there might have been something wrong in bringing Lochnan over on that account; because he had read about this appointment prior to this.

*By Mr. Glen:*

Q. Mr. Potvin thought there might be some suspicion?—A. I think so.

Q. Is there any way we could avoid that?—A. You mean, avoid suspicion of having favouritism?

Q. Is there any way we could avoid the suggestion of favouritism? Is there anything you could suggest?—A. You will never do that until you make human beings angels, Mr. Glen.

The CHAIRMAN: I just want to call Mr. Stitt for a moment to know if he knows anything about it; but before that I wish to direct your attention to one fact. It is this, whatever Mr. Bland says the procedure was most irregular, because even a loan is bilateral—

Mr. GLEN: Let us draw our own conclusions.

The CHAIRMAN: A loan is made by someone and accepted by someone else. The matter was mentioned to Mr. Bland, and there were meetings of the board between the time that Lochnan got in and the time you knew of his being there.

Mr. GLEN: Do not assume that that is the mind of the committee, because I am not going to agree with you that this thing is irregular.

The CHAIRMAN: That is your own view which should be respected, and I have my view, which should be respected.

Mr. MACNEIL: Conclusions are not to be stated until the evidence is all in.

Mr. TOMLINSON: I can imagine one department asking for a loan from another department.

The CHAIRMAN: The chief should be consulted before the loan goes through, because there was no blank cheque with regard to the appointment. Mr. Putman mentioned the thing generally to Mr. Bland and when it came to Lochnan his name was not mentioned at all to Mr. Bland and he knew of it afterwards.

Mr. TOMLINSON: There was no cheque issued either by the country, in addition to his regular cheque. There was no extra cost to the country because of this loan.

The WITNESS: No.

The CHAIRMAN: It is a question of what is right.

Mr. TOMLINSON: Just a minute; I want to put this question.

*By Mr. Tomlinson:*

Q. It is usual for the departments to loan, is that right?—A. Yes, it is frequent.

Q. There was no extra cost to the civil service?—A. No, no extra cost to the civil service.

Q. Is it usual for a commissioner to put in a report against a man because he belongs to a certain society?—A. Well, certainly not.

Q. Is that usual on any report?—A. No, certainly not.

Q. I should think not. I think it is the most ridiculous thing we have ever heard.

*By Mr. Lacroix:*

Q. Don't you think it will be more—

Mr. O'NEILL: You are supposed to address the chair. I was on my feet addressing the chair when you started to question.

The CHAIRMAN: Go on, Mr. O'Neill.

Mr. O'NEILL: Mr. Potvin puts on a notation to this effect: Does this man belong to the Ottawa Drama League, if so we should be more careful that we are not unjustly dealt with over the promotions or the transfers or whatever you like to call it. Now it seems to me that if the transfer or loan or promotion or anything else has been done in an irregular way, regardless of whether the man belongs to the Drama League or to the Masons or to the Knights of Columbus—

Mr. GLEN: Or the Railway Brotherhood.

Mr. O'NEILL: The commission should be in a position to defend itself with that promotion. It seems to me that it should not be concerned about the criticism that may be levelled against the commission. Are they going to put a man out of the civil service on unfair criticism, or are they going to permit him, regardless of criticism, if they have nothing to cover up and if everything is regular, to remain in his position? If everything is regular then they should be in a position to stand on their move. If they put this man in there they should not bother about what the people are going to say—

The CHAIRMAN: They did not place him there. He went in there without being authorized.

Mr. O'NEILL: That is what I am trying to get at. If that man was regularly in there they should not be afraid of any criticism being placed against them, be it fair criticism or unfair criticism. Mr. Potvin should tell us what criticism he feared. Surely there must be some reason and he must fear criticism on account of this man being a member of the Drama League. He does not mention anything about his nationality, about his religion or about the fraternal organizations to which he may belong. Why does he fear criticism because the man is a member of the Drama League?

The CHAIRMAN: It was because he was brought in there by a prominent member of the—

Mr. O'NEIL: That is what I would like to have explained. I cannot understand that. I have no criticism at all to offer in regard to bringing a man of outstanding ability from one department and putting him in another

[Mr. C. H. Bland.]



department. If they have transferred that man, they should be ready to stand by that move, never mind what somebody is going to say about it. If they cannot prove to this committee and cannot prove to the House of Commons that they can justify that move, it never should have been made. On the other hand, if they can justify it, they should not fear anything. They should not put anything on the record of being afraid of what criticism might be offered because he is a member of the drama league. That is the point I would like to have cleared up. Why do they fear the drama league?

*By Mr. Golding:*

Q. Mr. Bland, where you have an employee loaned from one department to another, is there anything on the file to show who made the request?—A. Yes, there will be eventually. Usually, Mr. Golding, at the beginning it is a matter of urgency, and it is very frequently the result of a telephone conversation.

Q. And it might happen without anything being on the file?—A. For example, the department may have a special piece of rush work and it happens that they call us up and say: "We need five stenographers in a hurry to do this work." Well, we will borrow them some place for the department.

Q. But if this loan were made, this man would be in a preferred position above anybody else?—A. I cannot see that he is in any preferred position. He was already employed as clerk, grade 1; he had won that on his merits. Whatever happens to him, whether he stayed with us or not, he still had that position, which is the same as he has now.

*By Mr. Green:*

Q. Yes, but what check have you got to prevent one of your investigators going out and picking up a friend of his and getting him into your department, the idea being that he will be pushed right up?—A. We have got to watch that kind of thing.

Q. That is apparently what was the danger in this case?—A. That is apparently what Mr. Potvin thought would be the case. But I think with watching it there will not be any danger.

*By the Chairman:*

Q. Did you tell your brother commissioner, Mr. Stitt?—A. He was present at the meeting.

Q. No, no, about the instructions you had given.—A. I think he was present when we first discussed that.

The CHAIRMAN: If you do not mind, I will ask him some questions.

J. H. STITT, recalled.

*By the Chairman:*

Q. Mr. Stitt, did you hear about Lochnan's transfer before it was made?—A. No, not specifically; but, Mr. Chairman, may I answer that in this way? He is not transferred yet; he is on loan. Now let me tell you if I can what I remember of this whole transaction. I remember once being in the chairman's office and we discussed the difficulties that were mounting up in the organization branch. I believe Mr. Putman was there and also Mr. Jackson, and in the conversation that ensued instruction was given like this: "It would be wise if you would look over the list of the grade 1 clerks who are university graduates in order that we may be able to obtain the services of a man on loan who is a university graduate and who we might be able to train properly for work in the organization branch." Now, the first that I knew officially of Mr. Lochnan being in the organization branch was, I believe, by reason of the memorandum of Mr. Foran. I was not satisfied with Mr. Foran's memorandum. I believe there was also a memorandum of my brother commissioner,

Potvin, on that memorandum, if I remember rightly, where he mentioned the drama league. I thought that the whole matter should be discussed by the board. For instance, I did not agree with Mr. Foran when he said he had not an outstanding education. The man is a graduate of St. Patrick's university. I did not think that was correct. We discussed the matter at the board and I believe I raised the point that it really was not relevant to the issue what clubs or societies the man belonged to; if he had the qualifications, if he was assigned regularly by reason of our competition, if the report on its face was a bona fide report, we should accept the report. And I strongly resented a young man with a university graduation coming into the civil service and being subjected to that sort of procedure. And the whole board agreed, Commissioner Potvin agreed and the chairman agreed, that the matter be referred to the secretary; the secretary made a further memorandum and the board approved of it.

Personally, I think we are very fortunate to get a university graduate at \$720 a year to train for this position.

Q. Do you not think it would have been regular if you had known of the transfer or loan of Lochnan before it was made?—A. I did not get your question quite correctly.

Q. Would you not have found it more regular if the board had known of the loan or transfer of Lochnan before it was made?—A. I believe it would have been better procedure.

Q. More regular?—A. But we had already instructed the chief of the organization branch, which I believe was passed on to Mr. Jackson if he was not present, to look about; in fact, we asked Mr. Gilchrist if he could not look in the Department of National Revenue to ascertain if he could not get a young university graduate to assist us. We gave a general instruction to look over the list of qualified grade 1 clerks.

*By Mr. MacNeil:*

Q. And secure one on loan?—A. And secure one on loan; so that his work could be reviewed by the commission, and if satisfactory ultimately transferred. I thought that the procedure was regular; I did object, though, to the memorandum of the secretary.

Mr. TOMLINSON: I want to make this plain. I have got to leave now, as it is six-thirty; but I want to make it very plain that I object to any commissioner placing any memorandum on the file of any young man or young woman that he or she belongs to any society whatsoever. If he has any complaints to make as to his ability or her ability or his or her qualifications, place them on and discuss them with the commissioners.

Mr. GREEN: Would you object if he put on: "This man is a friend of Mr. Jackson. You should investigate that"?

Mr. TOMLINSON: I object to that stuff altogether.

Mr. GREEN: You would object to a note of that kind?

Mr. TOMLINSON: Yes, I object to that.

Mr. MACNEIL: There is no quorum.

The CHAIRMAN: All right, to-morrow morning, gentlemen.

The Committee adjourned at 6.35 p.m., to meet again on Tuesday, June 14th, at 11 a.m.













Mr. Doz  
Can  
Com  
C

SESSION 1938

HOUSE OF COMMONS

CAI XC 2

- 38C58

SPECIAL COMMITTEE

ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 30

TUESDAY, JUNE 14, 1938



WITNESS

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.



## MINUTES OF PROCEEDINGS

June 14, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Cleaver, Deachman, Glen, Golding, Green, Hartigan, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Spence.—14.

*In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. A. Potvin, Commissioner, Civil Service Commission;

Mr. J. H. Stitt, Commissioner, Civil Service Commission;

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission;

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission, and

Mr. G. T. Jackson, Investigator, Civil Service Commission.

Mr. Putman was recalled and further examined. Witness was asked to supply a list of increases granted during the time when increases were stopped by Order in Council.

The witness retired.

The Committee adjourned to meet again on Wednesday, June 15, at 11.00 o'clock, a.m.

J. P. DOYLE,

*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

JUNE 14, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Before formally opening our proceedings, the committee decided unanimously to sit to-morrow morning at eleven o'clock and to-morrow afternoon at four o'clock; that is on Wednesday, the 15th. It is a good thing to get that settled the first thing, and then there is no difficulty when members have to leave before the end of the sitting. I will ask Mr. Putman to come forward.

Mr. C. V. PUTMAN, Chief of Organization Branch, Civil Service Commission, re-called.

*By the Chairman:*

Q. Mr. Putman, have you ready for to-day the information that was asked for the other day?—A. It will be up some time during the morning, part of it; and the rest of it will be in your hands this afternoon.

Q. Thank you. I think I asked you also if you could give a list of the cases when the commission, the board, had revised your classification.—A. You perhaps intended to ask me that, but I do not think you did.

Q. You said about two hundred or something like that.—A. I have not got that information together.

Q. Well, during the week could you please have it done by your staff?—A. Yes.

Mr. GLEN: Mr. Chairman, the witness has given a list of the salaries with regard to the Senate and the House of Commons on the charts we received this morning. We got them in the mail. They will give all the committee will want, so there will be no necessity of making a summary of that. We have the charts in the mail this morning.

The CHAIRMAN: The first chart, the chart of the comptroller of the treasury, has been ready for a few days, and I wanted to have the other one ready also, to mail both at the same time to you; those charts of the comptroller of the treasury and the Department of Agriculture, complete, have been forwarded by mail to each member.

Mr. GLEN: That is correct.

The CHAIRMAN: Besides that, I will send you some other information which has not been sent to all. I may have it copied by stencil; it is just a copy of an official document.

Mr. GLEN: Mr. Putman was to give a summary. He need not do that now.

The CHAIRMAN: Mr. Glen, please tell Mr. Putman what you want.

Mr. GLEN: He was to make a summary of the personnel and the salaries of the Senate and the House of Commons. All of that is now contained in the charts which we have received.

The CHAIRMAN: Yes.

Mr. GLEN: So it will be unnecessary for him to do so.

The CHAIRMAN: Yes. You have the chart of the House of Commons?

Mr. GLEN: Yes.

The CHAIRMAN: And you have the chart of the Senate?

Mr. GLEN: Yes.

The CHAIRMAN: And you can compare one with the other?

Mr. GLEN: Quite so.

The CHAIRMAN: I wish, on behalf of the committee, to thank you for those charts, Mr. Putman.

The WITNESS: Thank you.

The CHAIRMAN: Besides that, gentlemen, I have sent you a letter asking you to send me the subject matter of the various points that you want to bring up for discussion when we meet for the report; and if you will be kind enough to answer me in writing as soon as possible regarding that, I will have the answers compiled and classified, and everything will be in alphabetical order when the report is discussed.

Mr. MACNEIL: I was just going to ask what the procedure is upon the receipt of the various memoranda from the members of the committee?

The CHAIRMAN: I do not want memoranda at all. What I want is just the subject matter that each member wants to discuss or, in other words, the points that each member considers most important to be mentioned in the report. Then they will be classified in alphabetical order, showing the names of the members who may mention the same subject; and they will be taken in alphabetical order when we meet together. Other matters could be brought in, of course, but the discussion will be in order when we meet together. I do not want to hear the views now; the views will be given when we meet together; otherwise there would be a duplication of the work. I do not want each one of you to make a report; it would cause you some trouble to dictate it and revise it and all that. It is not that at all. I will do that with great pleasure.

Mr. SPENCE: You just want the matter that each one thinks is most important?

The CHAIRMAN: Just the subject matter; and then it will be classified in alphabetical order. It is just to facilitate our work, gentlemen.

*By the Chairman:*

Q. Now, Mr. Putman, will you please tell the committee from what date to what date there was a ban on promotions in the civil service?—A. Sometime in late 1931, to sometime in 1936. That is from memory. I have not got the files with me, so I cannot tell the exact dates; but from memory, that is it.

*By Mr. Glen:*

Q. Will you explain what that means—"ban on promotions"?—A. The treasury board—I am not sure whether it was treasury board or whether it was order in council; however, there was an order passed that there would be no promotions made after a certain date.

*By Mr. Spence:*

Q. In any part of the service?—A. In any part of the service.

Mr. GOLDING: During that depression.

The WITNESS: Except through special authorization of the treasury board.

*By Mr. Glen:*

Q. Is that in existence now?—A. No. It was done away with sometime in 1936.

[Mr. C. V. Putman.]



*By the Chairman:*

Q. During that period, what did the organization branch do about requests from departments for salary increases?—A. There were, to my knowledge, several such requests received in special cases; and in each case they were reported especially to the treasury board. I have no details of that with me now, but I do know that there were certain cases, very few in number, where promotions were granted during that period.

*By Mr. Glen:*

Q. In the ordinary course of events, those promotions would have been made if there had not been that ban on promotions?—A. Yes. As a matter of fact, the commission did authorize certain acting promotions; that is, the employees took over the new duties of the job and the commission told the department that, when the ban was lifted, these promotions would be put into effect.

*By the Chairman:*

Q. When there were new duties?—A. I beg your pardon?

Q. When there were new duties—when the employees were fulfilling their duties?—A. No. For instance, if an employee died and somebody had to take over his work. For instance, in the post office, the senior postal clerk died. They had to have somebody to carry on that work, so we made at that time what we called an acting promotion.

The CHAIRMAN: If you will permit me to do so at this time, gentlemen, there is a matter I should like to mention. I pay no attention to anonymous letters; but for your own satisfaction I may say that I have received a clipping about the promotion of Mr. J. A. Pouliot, who was appointed district superintendent in Quebec city.

Mr. GLEN: That is not J. F. Pouliot?

The CHAIRMAN: No, no. With that is a note "Should this appointment be investigated?" It was made on the 11th of June. I must tell you in the first place, gentlemen, that I am not related to Mr. Pouliot; I have known him for two or three years. A petition was sent in by numerous people on his behalf. I did not prepare that petition, but I signed it with many others; and that is all there is to it. He is not my brother, he is not my cousin; and if he is my cousin, it might be the 12th degree. I think it is a very good appointment, but I am not responsible for it. I wanted to tell you that in order that you would know that I did not pull the strings for any one of my relatives when the committee was sitting. Excuse me if I interrupted.

Mr. SPENCE: Who is there who could pull the strings and would not do it?

The CHAIRMAN: Yes. On the other hand, I wanted to make matters clear.

Mr. GREEN: Order.

*By the Chairman:*

Q. Now, Mr. Putman, was any investigation carried out looking to the lifting of the ban, or was any department informed that as no increase could be granted, there was no purpose in making investigation?

Mr. SPENCE: I did not get that point, Mr. Chairman.

The CHAIRMAN: Well, I will ask that question in two parts.

*By the Chairman:*

Q. Was any investigation carried out looking to the lifting of the ban?—A. I do not remember any such investigation, but—

Q. No—pardon me, you were saying something? Were you saying something? I thought you had not finished.—A. No. I was going to say, But there may have been. I do not remember.

Q. Yes. And was any department, or were all departments informed that as no increase could be granted, there was no purpose in making an investigation?—A. Well, I am quite sure that that treasury board minute,—if it was a treasury board minute,—or order in council was sent to all departments in the original instance, either by treasury board or by the Civil Service Commission.

Q. What were the duties of the investigators during that period?—A. We carried on some investigational work. For instance, just from memory, this Employment and Social Insurance Commission took considerable time for six or eight months. Just what each individual investigator was doing during that time, I would have to look through the records to find out.

Q. Yes. The investigators were much less busy during that period than they are now?—A. Of course, yes.

Q. Yes?—A. Of course.

Q. And that social insurance work was in connection with sixty positions—you said sixty or seventy-five in all?—A. We made recommendations to Treasury Board in connection with about ninety-five positions directly; but we had in our survey taken, or had considered, some place between four thousand and five thousand positions as necessary, eventually.

Q. Yes, but you considered—you studied the matter thoroughly for about ninety positions?—A. We reported to treasury board in connection with ninety positions or more.

Q. Ninety positions, yes; and only half a dozen were advertised?—A. Only a half dozen were advertised.

Q. Five or six?—A. But I think quite a hundred were authorized.

Q. Yes; and if it took you six or seven months to look after the creation of ninety-five positions—A. Oh, but there were more than ninety-five positions that we were considering. We had to consider the whole establishment.

Q. Yes, on a skeleton basis.—A. And it was the skeleton, the senior positions, that we reported on to treasury board.

*By Mr. Glen:*

Q. The ninety-five that you spoke about?—A. Yes.

*By the Chairman:*

Q. But the work you were doing was just the skeleton work?—A. No. We went right into the details, right down to the last position.

Q. How many stenographers and how many clerks?—A. Well, I would not say that we divided them into stenographers and clerks. But we did go so far as to say that the total number of employees was some place in the neighbourhood of four thousand.

Q. At the time did you not have in your office—I mean, in the organization branch, the skeleton organization of unemployment insurance, for instance, in Great Britain or in other countries?—A. Yes, we did.

Q. And it helped quite a lot?—A. Of course. That is the kind of study that we have to do.

Q. Yes, I know. I do not blame you for that. But it makes one's work easier, when he has a model in front of him, than it is when he has to create the whole thing from his own mind?—A. Yes and no. The law in Britain and the law in the United States, or the proposed law in the United States then, was an entirely different thing to what was proposed in Canada.

Q. Well, it is just a matter of making slight changes as to the organization of the branches?—A. I would not say that.

Q. Because the general working of the Act is about the same, with slight differences in wording. You read the English Act?—A. Yes.

Q. And you read the Canadian Act?—A. Yes.

[Mr. C. V. Putman.]

Q. And you worked with that?—A. Yes.

Q. And you know very well that there is a very slight difference between both acts except in the wording?—A. Well, there were certain major differences.

Q. Alright. Did any member of the commission get increases during the period of the ban?—A. To my knowledge, one.

Q. Who was he?—A. Mr. Jackson.

Q. Mr. Jackson?—A. Yes.

Q. To your knowledge, no other member of the commission had any increase in salary during the period of the ban?—A. Not that I remember.

Q. Not that you remember?—A. No.

Q. And did Mr. Jackson replace any one who was dead—as you said in the first place—to get that increase in salary?—A. He did not.

Q. He did not?—A. No.

Q. How was that increase justified, when everybody else was turned down?—A. Mr. Jackson had come in to the organization branch as a young man to learn the business and he had been—he was a graduate in agriculture; and there were very, very many agricultural positions being handled at the time.

Q. He was a specialist in the dairy business?—A. He graduated as a Bachelor of Science in Agriculture from Guelph.

Q. But experienced in dairying only?—A. I would not say that.

Q. I asked just for my own information.—A. I would not say that. He happened to have had experience in the dairy business after he graduated, but I would not say that he had specialized in dairying. Mr. Jackson will probably have to answer that himself. I do not know just exactly what he did specialize in.

Q. Yes?—A. However, he also, because of the fact that we had no agriculturalist on the examination staff, was assisting the examination branch with the agricultural positions. In fact, he was acting as both investigator and examiner.

Q. Yes?—A. And on my recommendation, after discussing the matter with the commissioners, the commissioners agreed in my view that Mr. Jackson was not being paid enough money for the work he was doing; he was junior investigator and he was advanced to investigator, grade 2.

Q. But at that time there were other employees in the civil service who were not paid enough for the work they were doing?—A. I do not know of any more outstanding case than this one.

Q. Therefore, an exception was made in his case.—A. An exception was made. It was reported to the treasury board first, and the treasury board was asked if they would agree to this exception being made, and the treasury board, after perusing the facts, said yes, they would.

*By Mr. Spence:*

Q. You gave the increase with the sanction of the treasury board?—

A. With the sanction of the treasury board, yes.

*By the Chairman:*

Q. Was he the only one in the Civil Service Commission or the only one in the service who got an increase in salary during the period of the ban?—A. My memory is not clear on that; I would have to look it up. I cannot tell you, but I think there were other cases.

Q. Very few of them?—A. Of course I said at the beginning there were very few.

Q. As there were very few, would it be possible for you, Mr. Putman, to let us have a list of those who had increases in salary during the ban?—A. Yes.



Q. On what date, how and what was the increase?—A. Yes.

Q. Before and after Mr. Jackson had that increase he had to tell the civil servants of the department of Agriculture that it was impossible for them to get an increase because of the ban?—A. I do not know that Mr. Jackson had to do that; it had already been issued as a regulation of the treasury board.

Q. Yes, I know, but, in spite of the order of the treasury board, employees were naturally asking for a betterment of their position?—A. I think the employees generally understood, and I do not know that there were very many requests.

Q. Not only was Mr. Jackson an exception in getting that increase, but he was also an exception in making that request?—A. He did not make the request.

Q. He did not make the request?—A. He did not make the request, no.

Q. Do you not think, Mr. Putman, that if you had made a stronger recommendation for some other civil servants who were in urgent need of an increase in salary they would have got it just as easily as Mr. Jackson got it?—A. I think if cases had come to our attention which we had thought as deserving as that of Mr. Jackson, we would have so recommended to treasury board.

Q. But at that period Mr. Jackson was doing outstanding work?—A. He was, yes.

Q. What was it?—A. He was acting as investigator in the agricultural department and also as an examiner.

Q. And he was reducing the salaries in the Department of Agriculture, was he not, at that time?—A. No, I would not say that.

Q. Not reducing the salaries, but abolishing vacant positions?—A. That was an order of treasury board also.

Q. I know, but he was doing that work?—A. Quite true; that was part of his every-day duties.

Q. Therefore, while other people had less, he had more?—A. I do not think anybody had any less; he had more, of course.

*By Mr. Hartigan:*

Q. Why would we have to do exceptional work during the period the ban was on? What was the reason of all the investigation?—A. Largely on account of the examination work. We had to hold examinations, and he was the only agricultural graduate on the staff of the commission.

Q. He was acting as examiner?—A. He was acting as examiner, yes.

*By the Chairman:*

Q. For a very good reason, Mr. Putman. At first you asked only for engineers; you know that; and Mr. Jackson was successful on the first examination that was advertised for an agriculturalist?—A. That is right.

Q. And if you had none before, it was because you asked for none?—A. That is probably true, yes. That is quite true.

Q. Yes, because all the senior investigators had no experience at all in agriculture?—A. That is true.

Q. By the way, Mr. Jackson had no experience at all in post office work when he got in?—A. Well, that is no different from any of the rest of the investigators; they had to be trained in that kind of work. I did not have any experience in the post office department when I first started, and I think I know considerable about the post office department to-day. We all learn from experience.

Q. Therefore, according to your statement, all the members of your staff, including yourself, are self-made men and self-taught?—A. In this business of organization and classification work, yes. There were not any men in Canada who had ever done any classification work.

[Mr. C. V. Putman.]

Q. All are self-taught?—A. In so far as this work is concerned; other than the experience that I had in the original instance with Arthur Young and Company when I was working alongside of them.

Q. How long did you work alongside of them, Mr. Putman?—A. From November, 1918, until some time early in 1921.

Q. When you became acting chief?—A. Right.

Q. And all the men with you now in the branch came after Griffenhagen had gone?—A. No; some of them came during the period they were still there—Mr. Gilchrist, Mr. Medland and Mr. Cole.

Q. But they were not as long with them as you were?—A. No, that is true.

Q. And when Griffenhagens or the Arthur Young and Company left there were only four in the branch?—A. I do not remember, but I think that is right—four or five.

MR. GLEN: Mr. Chairman, when you speak of Griffenhagens, what is the significance attached to that name?

THE CHAIRMAN: For your information, Mr. Glen, at a certain time it was decided that the service was to be re-classified. Therefore, the government of the day asked for an American firm, which firm was the Arthur Young and Company or the Griffenhagen firm. Both names applied to the same firm.

THE WITNESS: No, Mr. Chairman, that is not right. The firm of Arthur Young and Company was an English firm which had offices in New York, Chicago and in St. Louis. I believe; and Griffenhagen was the head of their industrial engineering department. Arthur Young and Company was a firm of chartered accountants who did world-wide accounting work. Mr. Griffenhagen, as I said before, was in charge of their industrial engineering and classification work; and sometime during the time that Mr. Griffenhagen was overseeing the work with Arthur Young and Company in Canada he formed a firm of his own and called it Griffenhagen and Associates.

Q. Mr. Griffenhagen himself?—A. Himself. But the work that was done for the Civil Service Commission was always done under the name of Arthur Young and Company, although it was directed by Mr. Griffenhagen. It was not until after they had finished the work for the Civil Service Commission that the government then in power saw fit to give them work under the name of Griffenhagen and Associates.

*By Mr. Cleaver:*

Q. Griffenhagen was a consultant called in by the Arthur Young and Company to assist them in their work, I take it?—A. No, he was employed.

Q. A direct employee?—A. A direct employee of Arthur Young and Company. And the Civil Service Commission, as the Civil Service Commission, had nothing to do with Griffenhagen and Associates.

*By the Chairman:*

Q. Who was Mr. Dixon? Was he with Arthur Young and Company?—A. No, he was an employee of the Canadian government.

Q. Was he a Canadian?—A. No; an American.

Q. Not naturalized?—A. Not naturalized, no. But the reason he was brought here was that he had had experience in classification work in Chicago.

Q. In Chicago?—A. Yes.

Q. He was your chief for two years?—A. He was my chief for a period of not over six months.

Q. Mr. Dixon was there for the first six months that you were in the service?—A. Yes.

Q. In the organization branch?—A. Yes.

Q. And when he left who replaced him?—A. I did.

Q. You said that you worked with Arthur Young and Company; there were other men of Arthur Young and Company who were working with you for the period of a year and a half?—A. Oh, yes. At various times they had as many as sixteen or twenty men.

Q. The Arthur Young and Company was an English firm?—A. Yes, it was an English firm.

Q. Were those men Englishmen or Americans?—A. I think almost altogether they were Americans.

Q. They were Americans?—A. Yes.

Q. And not naturalized Canadians?—A. No.

Q. They went back to the United States?—A. They went back to the United States, yes.

Q. Was Mr. Dixon a qualified civil engineer or an accountant?—A. Mr. Dixon was a qualified civil engineer and also a licentiate of the bar, I think; that is, he practised law and he left here to become patent attorney for one of the largest dairy manufacturing concerns in the United States. I cannot tell you the name of it; I have forgotten; but he was not only a civil engineer but also a lawyer.

The CHAIRMAN: Gentlemen, that is why, at the early sittings of the committee, I said to Mr. Bland that those people were bringing American efficiency into the service.

*By Mr. Glen:*

Q. Mr. Putman, coming back to the work you did on unemployment insurance, are you in a position to say whether the policy that was to be laid down was that all employees under the Insurance Act should be civil servants?—A. Most certainly, yes.

Q. That was the policy?—A. Oh, yes, absolutely.

Q. All appointments made under that would be made under the service?—A. Yes, other than those that we were considering; that is, in the smaller places we would utilize the services of postmasters or customs officials or other government officials, where their services could be part-time.

Q. Your investigation would cover the whole of this country from Halifax to Vancouver?—A. It did.

Q. It would be an enormous undertaking?—A. It was. It was a big undertaking. We had assistance from both the Bureau of Statistics and the Department of Insurance.

Q. And, so far as the skeleton of the organization was concerned, that is pretty well established now in your department?—A. It was, but you see, the legislation—

Q. The legislation has not gone through but the skeleton is there?—A. I would be very glad to supply the committee with a copy of the chart that we prepared at the time, which will give some indication of the ramifications of the work which was then done.

*By Mr. MacInnis:*

Q. If an unemployment insurance scheme were to come down within a short time, a great deal of the work that you did at that time could be utilized, could it?—A. I would presume, if the legislation were somewhat similar, our work or time would not be wasted.

*By Mr. Golding:*

Q. Mr. Putman, the Griffenhagens dealt only with classifications in the service?—A. As far as employment with the Civil Service Commission is concerned, yes, only with classifications; but later, when Griffenhagen was employed

[Mr. C. V. Putman.]



by a sub-committee of the cabinet to do reorganization work in other departments, they did what is popularly known as industrial engineering work in both the post office and customs.

Q. I asked that question sometime before. You have never made any attempt to examine the service as to personnel efficiency, have you?—A. That is a pretty hard question to answer, Mr. Golding, for this reason, that incidentally, on the unit surveys the investigator at least gets an impression. We have never made a special examination of that particular phase.

Q. That is done in industrial plants?—A. Yes.

Q. But that has never been done in the civil service?—A. No.

*By Mr. MacInnis:*

Q. Was not Mr. Hereford, who is the present relief commissioner, employed under the Griffenhagen people in the various departments, and would he not be able to give considerable information to this committee if they wanted it on that point?—A. I do not believe he was ever employed by Griffenhagen, Mr. MacInnis.

Mr. MACINNIS: I may be mistaken.

The WITNESS: He was employed in the Department of Labour for a considerable period of time, and he did some work in connection with the Printing Bureau after the commission had completed its work down there. But that he was ever employed by Griffenhagens, I do not think so; I may be wrong.

*By Mr. Glen:*

Q. There is no need of bringing any more Americans in in order to increase the efficiency of the departments?—A. I would say that we are now in a position to handle most things that they were able to do.

Q. You have had the experience now?—A. Yes, we have had the experience now, and we have done some jobs that I think will compare very favourably with those jobs done by Griffenhagens.

Q. You have taken the best they could give you and applied your own experience to it?—A. I think so.

*By Mr. Mulock:*

Q. Mr. Putman, do you not think the Canadian civil service is a better system at the present time even than the American system?—A. Why, of course.

*By Mr. Spence:*

Q. Do you think that the bringing in of Griffenhagens did very much good?—A. Mr. Spence, I will answer it in this way; that prior to the Griffenhagens coming in a good many of the civil servants of Canada, especially in the higher-grade positions, were paid miserably. They increased the pay-roll of the civil servants of Canada some \$7,000,000.

Q. They accomplished something?—A. And certainly a good job was done in the Department of Public Printing and Stationery, because the employees were reduced from about 1,200 to 706, and they did exactly the same, if not more work.

Q. Did it not create a lot of dissatisfaction among the civil servants everywhere?—A. I think it did to a certain extent, and yet I think—

Q. You may think it was not justified, but did it not do that?—A. I think it did, yes, because I think a good many did not understand it.

Mr. GOLDING: It always will when you try to put any service on an efficient basis—you will get dissatisfaction.

*By Mr. Glen:*

Q. The important feature, so far as your organization is concerned, is that you now feel you have the equipment to carry on the civil service properly?—A. I think so, yes.

Q. Without the introduction of any outsiders at all?—A. I do think if we were called in to do some special kind of work we might want the assistance of a specialist.

Q. Of a Canadian specialist?—A. Yes.

Q. You do not have to go outside our country for that?—A. I do not think so, not now.

*By the Chairman:*

Q. Mr. Putman, Mr. Jackson is indicated on the chart as receiving \$3,360?—A. Yes.

Q. Since the end of the fiscal year he is entitled to \$3,450?—A. \$3,480, I would presume.

Q. Yes. And he will reach his maximum as senior investigator next year?—A. No; two years from now—\$3,480; \$3,600 and \$3,720. In two years from now.

Q. Will you please tell the committee what increase Mr. Jackson had during the period of the ban and how he got it?—A. The first increase that Mr. Jackson was given was given by—rather the authority was given by order in council of the 16th of September, 1933:—

The board, on recommendation from the Civil Service Commission, submitted by the Honourable the Secretary of State, recommends that the organization of the Civil Service Commission be changed by the creation of the position of investigator, organization branch, grade 2, in lieu of one of the civil service examiners, grade 2, effective from the 1st of April, 1933.

The CHAIRMAN: If you do not mind, gentlemen, to save time—you know the subject matter of it—we will have the text of the order in council put into the record.

That is a memorandum from the Secretary of State dated August 4th, 1930. I have not the order in council but I think it is better to read the memorandum of the Secretary of State which has been approved by Mr. Roche and by Mr. Bland.

Mr. MACINNIS: Mr. Chairman, I am a little in the dark as to what we want to establish by reading this. As a matter of fact I am left in the dark pretty much by nearly all of the evidence that has been brought down this morning. Has there been anything irregular in the promotion and in the increase in salary in this case?

The CHAIRMAN: Well, it was nothing irregular; but there was something exceptional; and, of course, if there were cases like that for quite a large number of civil servants throughout the service, well I would not read that, but this is an exceptional case.

Mr. MACINNIS: That is not the only one that has been heard, is it?

The CHAIRMAN: It is, apparently, the only one in the Civil Service Commission, and at the present time there is a large staff there, several men, and Mr. Putman did not think that any other man should enjoy the same privilege as Mr. Jackson. However, in order to be fair to Mr. Putman some of his men had reached the maximum of their class.

The WITNESS: Yes.

[Mr. C. V. Putman.]

*By Mr. Cleaver:*

Q. Was there any conflict of duties in having the one man act as investigation officer as well as examiner?—A. None at all, other than that I did not like it very well from an organization standpoint. It took Mr. Jackson away from the organization branch when I thought he should be working there.

Q. If there was no conflict of duties why do the commission not carry the practice further and have more men acting in dual positions?

Mr. GREEN: Acting as investigators in both branches?

The WITNESS: I think that can be answered in this way; there was enough work for all the investigators that we had, and the examiners were overloaded and always had been overloaded, so that there was no opportunity of doing it.

*By Mr. Cleaver:*

Q. I will put my question broadly in this case; had Mr. Jackson some special qualifications which no one else had in the department?—A. Yes, Mr. Jackson was a graduate in agriculture and he was handling the agricultural cases.

Q. Oh yes, I understand.—A. The examinations, you see. That was the reason for it.

Mr. CLEAVER: That is a very good reason for it too.

*By the Chairman:*

Q. Will you please read the memorandum of the Secretary of State?

The WITNESS: It is dated:—

August 24th, 1933.

*To His Excellency the Governor General in Council:*

In accordance with the provisions of Section 9 of the Civil Service Act, the Civil Service Commission submits the following report for approval:—

It is recommended that the Organization of the Civil Service Commission be changed by the creation of a position of Investigator, Organization Branch, Grade 2 in lieu of one of Civil Service Examiner, Grade 2 (Provided in the Estimates for 1933-34), effective from the 1st April, 1933.

This change in classification is being recommended to enable the Commission to promote an Investigator, Organization Branch, Grade 1, Mr. G. T. Jackson, to Investigator, Organization Branch, Grade 2. Mr. Jackson is one of the most valuable investigators on the Commission Staff at present and is doing work equivalent in character to employees with a much higher classification.

The Civil Service Commission is now being asked to investigate and report upon the necessity for filling every position that falls vacant; it is required to re-organize and reclassify departments where considerable reduction in staff has been made both on account of reduction in appropriation and the retirements of those over 65 years of age; it is being asked to assist the Government in the way of preparing numerous reports on possible savings and consolidation of services. The majority of this work falls upon the Organization Branch, or under its direction; and Mr. Jackson is required to assume his full share of it, notwithstand-



ing his junior classification. I think it can fairly be claimed that new and heavy responsibilities of an administrative nature have been assumed, and it cannot be denied that under present circumstances he is most inadequately recompensed.

Respectfully submitted,

*Secretary of State.*

W. J. ROCHE,  
*Chairman.*

C.H.B.  
*Commissioner.*

23-8-33.

Checked by CVP.

Q. It was prepared by yourself?—A. Well, this is the form in which we prepare all applications to council.

Q. Yes?—A. It was prepared by a clerk in my office and I initialled it, and it was signed by the chairman and one of the commissioners.

Q. By Dr. Roche and Mr. Bland?—A. Yes.

Q. And then it was forwarded to the Secretary of State?—A. For his signature.

Q. And he submitted it to council?—A. Right.

Q. And then the order-in-council was on these lines?—A. Right.

Q. Well now, will you please turn to the advertisement for the vacancy, and it is mentioned in that as list No. 455-16765—it was mentioned in that that preference would be given to candidates not over 30 years of age?—A. "Preference will be given to candidates not over 30 years of age," yes.

Q. Yes, all right.

*By Mr. Glen:*

Q. That does not mean that you are to exclude anybody over 30 years of age?—A. No.

The CHAIRMAN: Now, Mr. Putman, will you please read about the education and experience of Mr. Jackson on his application form on his personal file for competition No. 16765, junior investigator. Before you read that will you please tell the committee when Mr. Jackson was promoted from grade 2 to grade 3?

Mr. CLEAVER: He has the personal qualifications looked up, I wonder if we could not deal with that now?

The CHAIRMAN: I wanted to get that now. I wanted to get it while it was still fresh in my mind.

The WITNESS: He was promoted from grade 2 to grade 3 effective from April 16th, 1935.

*By the Chairman:*

Q. He was one of the first ones to reach promotion wasn't he?—A. After the ban was taken off, yes.

Q. Very few people were promoted at that time?—A. I could not say. I do not know.

Q. What was the exact date?—A. The date of the promotion certificate was December 31st, 1935.

Q. Yes, that is all right. Will you please read the statement of his education and experience?—A. Public school at Scarboro Post Office, 1914; Malvern

[Mr. C. V. Putman.]

Avenue Collegiate Institute, Toronto, 1914 to 1919; Ontario Agricultural College, Guelph, 1921 to 1925, agricultural specialist; Bachelor of Scientific Agriculture, 1925. Age on leaving university, 23.

Q. And after the agricultural college at Guelph from 1921 to 1925—he was an agricultural specialist?—A. That is right.

Q. Born on a farm?—A. Born on a farm at Scarboro, Ontario.

I did farm work in the summer seasons while attending Public and High Schools with short periods of time at Garage, Grocery and Butcher Business.

From 1921 to 1923 I took general agriculture course at O.A.C., Guelph, employed during summer seasons as Assistant Manager of Toronto Dairy.—Osborne Ave., Toronto. From 1923 to 1925 I specialized in Dairy Work Chemistry, and Bacteriology, employed during summer seasons as Asst. Manager of Sudbury Co-Operative Creamery, Sudbury, Ontario. Sept. 1925 to Dec. 1925 I was employed with J. S. L. at Agincourt, Ont., as milk and Dairy Specialist of his herd. From Jan. 1926 to June 1926 I was temporarily employed as Investigator of character, life and insurance for the Retail Credit Co. in Vancouver, B.C. At the expiration of my employment period with them I was employed by the Boiland Ice Cream Co., Vancouver, B.C., as Plant Manager. Leaving this work in Sept. 1926 in order to better my position I joined Caulders Creameries at Moose Jaw, Sask., as a Branch Manager. With this company, my duties were to stay for an indefinite period at a Branch putting that Branch back into proper condition as well as managing it—building up new business—getting back old business—and making reports on all customers. Family relationships made it necessary for me to return to Eastern Canada in November 1928. Since January 1st, 1929 I have been employed temporarily with the Laval Co. of Peterboro as travelling representative. My work with them is just completed and I wish to obtain permanent employment somewhere East of Winnipeg though have no objections spending periods in Western Canada.

With the education which I have had the years of experience in selling and managing business as well as investigational work for the various organizations, I feel that this would be advantageous in carrying out the work, for which I am an applicant. I can operate a typewriter and while at University spent considerable time in research work and enjoy investigational and research work of all kinds. I am anxious to become permanently employed in Eastern Canada and the position which you offer appeals.

Q. Now, Mr. Putman, did you check any of the references on the forms mentioned by Mr. Jackson in his application?—A. I did not.

Q. Before he was employed?—A. I did not, Mr. Chairman, I had nothing to do with that.

Q. And, for instance, did you get any information from that Caulder Creamery at Moose Jaw where he was manager?—A. I did not, sir.

Q. Could you say if anything was done in that regard? You have the file there, you can look it up.—A. I have been looking at the file in that regard.

Q. Did you enquire why family relationships made it necessary for him to return to eastern Canada in November of 1928?—A. I don't know anything about it. I do know.

Q. You do know. Tell us, if you do know.—A. I had thought it was because of his father's health. I did not know at that time—

The CHAIRMAN: I can tell you much more than that, but I will abstain from it for the time being.

The WITNESS: Well, all right.

*By the Chairman:*

Q. And the family relationship made it necessary for him to return to eastern Canada in November of 1928—and Peterborough is not Scarboro. Peterborough is pretty far from Scarboro—and he was anxious to obtain permanent employment somewhere east of Winnipeg—"I am anxious to become permanently employed in eastern Canada."—A. Yes.

Q. What did he mean by that?—A. Just what he said.

Q. Yes, just what he said; but there is something behind it apparently. He was living in the west and he wanted to come back east.—A. I do not see anything strange about that.

Mr. GLEN: It is a terrible thing that a man living in the west should want to come back east.

The CHAIRMAN: The west is a lovely country at times.

Mr. GREEN: It must have been an awfully good reason or he would not have wanted to go back east.

*By the Chairman:*

Q. As he was a garage-man, will you please read the questions on the examination that he underwent?—A. Mr. Chairman, he does not claim to be a garage-man.

Q. No, no, no; but he had some experience in a garage?—A. Yes.

Q. Also in the grocery and butcher business.—A. Do you want me to read all of his examination paper?

Q. I want you to read the question regarding the garage?—A. That is one of these questions—

Q. Yes, it is No. 3.—A. This is an examination for junior investigator, organization branch, Civil Service Commission, practical question: No. 3 is as follows:—

3. Prepare what you would consider an ideal organization chart showing how you would arrange the duties and staff for a gasoline station whose average business for a 24-hour service is as follows:—

	Cars per 24 hours
Gasoline .....	500
Oil .....	50
Water .....	500
Tire service .....	150
Greasing .....	20
Water for batteries .....	50

The equipment at this station is:—

- 8 gasoline pumps (all available at one time).
- 4 water connections.
- 4 air hose connections.
- 1 lift for greasing cars.
- 2 pits.

Q. Yes, was that question prepared by a garage man?—A. That question was prepared by me.

Q. Yes, and did you not go to a garage man and ask him for some information about that?—A. I did not.

Q. Tell me, Mr. Putman, is it essential for an investigator to know how to run a garage in order to be an investigator for you?—A. Not at all, Mr. Chairman. This paper was prepared to get at the general over all knowledge of the candidate.

[Mr. C. V. Putman.]



Q. Well, as he had some experience also in the butcher business why did you not ask him how one should carve a loin of beef or things like that?—A. I had no idea that Mr. Jackson was going to be an applicant for this position. I never laid eyes on Mr. Jackson until some months after he tried this examination.

Q. It just happened?—A. It just happened, of course.

Q. Now, will you please read your memorandum to the secretary, dated the 17th of July, 1929, regarding the subject of the examination for junior investigator?—A. I do not see any memorandum here, Mr. Chairman.

Q. It is not exactly yours, it is "MCG/MEM"—A. Oh yes, dated July 17th.

Q. July 17th, 1929. Here it is.—A. Yes, it reads:—

File No. CS-A-212G.

### MEMORANDUM TO THE SECRETARY

Dept:

Subject: Examination for Junior Investigators, Organization Branch, Civil Service Commission.

The Examination Branch recommends the following program of examination for the above competition:—

#### *Subject—Examiner*

A written examination, Wt. 5: To be prepared and rated by Mr. Putman, Chief, Organization Branch.

Rating on Education and Experience: Application forms to be rated by a Board consisting of: Mr. Putman, Chief, Organization Branch; Mr. Bland, Assistant Secretary and Chief Examiner; and Mr. Baril, Head French Examiner.

N.B.—Only those who obtain 60 per cent or over on the written examination to be rated on Education and Experience.

Oral examination.—To be arranged if considered necessary in the opinion of the Commission.

MCG/MEM.

17/7/29

Entered in Minutes Jul. 26. 1929.

M.S.

Mr. CLEAVER: I feel that I should rise at this point strenuously to object to the circulation of an anonymous letter to this committee and to the press.

The CHAIRMAN: It is not going to the press, it is just for the information of the members.

Mr. CLEAVER: I think it is outrageous that it should be circulated among the members of the committee. I cannot protest too strongly.

The CHAIRMAN: That is all right.

Mr. CLEAVER: In my own opinion, after having read the qualifications of Mr. Jackson as shown by the file, unless there is some concrete evidence, some reliable evidence to the contrary, I think the evidence clearly shows that he is well qualified for the position and has a very wide and varied experience which should be of use to them; and I do object to anonymous letters such as the one I read a minute ago being circulated among members of the committee.

Mr. MACNEIL: I would like to associate myself with what Mr. Cleaver has said. I think that all anonymous communications addressed to members of the house or members of this committee should go where they belong, into the waste-paper basket.

Mr. SPENCE: I think the chairman will agree with that himself.

The CHAIRMAN: I agree.

Mr. GREEN: I think we should remember that these investigators are in very difficult positions. They work on classifications and they make decisions that hurt people, and it is perfectly natural that certain people who are hurt are going to be mean enough and low enough to attack the investigators in an underhand way; and I think that we should give the investigation branch extraordinary consideration and extraordinary protection because the nature of their work is such as to invite underhanded attacks of this kind.

Mr. O'NEILL: I just want to say that I handed what you handed to me on to Mr. Green. I did not look at it and I do not know what is in it.

Mr. GLEN: I am in entire agreement with the freedom of the press, but in this case this is not evidence and no possible mention should be made of it, or of the fact that an anonymous letter is in the hands of the committee. I will leave it to the honour of the gentlemen of the press to see that no mention is made of it.

Mr. CLEAVER: There is no intention that the press should use it but it does indirectly affect anyone who reads it. I think it is most unfair that an anonymous letter of that kind should be circulated in this committee. I think there is only one place for it, and that is in the waste-paper basket.

The CHAIRMAN: I think you are right, Mr. Cleaver.

The WITNESS: That memorandum which I just read was signed by J.R.B., that is J. R. Baril, who was head French examiner; and it is approved by two commissioners, Mr. McIntosh and Mr. Tremblay, and entered in the minutes of July 26, 1929.

*By the Chairman:*

Q. Yes. And in this case you prepared the questions and you were the examiner at the same time?—A. I did.

Q. Will you please look at the time table dated the 9th of August, 1929, you will see there were suggestions that that examination in the first place, should be in writing; then, that was struck out with pencil and it was replaced by, "practical questions" and initialled, "J.N.C."—A. Yes.

Q. Did you suggest that change from a written examination to practical questions?—A. I would not think so, no. I do not know. But I would not think I did. I had nothing to do with the examination, just the preparation for the examination.

Q. And on the report of the examining board, which was signed by Mr. Bland, who was then chief examiner, and by Mr. Thomas, Mr. Baril, and yourself; will you please tell the committee what were the ages and marks for: (a) equivalent to graduation; (b) graduation in applied science, commerce or agriculture; and (c) experience, for both Mr. Jackson and Mr. Hawkins who underwent the same examination?—A. There was a maximum of 36 points given for "equivalent to graduation"; 24 points for "graduation in applied science, commerce or agriculture"; and 40 points for "experience." Mr. Hawkins was given, on education, 36; Mr. Jackson was given 36. Both were university graduates. "Graduation in applied science, commerce or agriculture," Mr. Hawkins, 24; Mr. Jackson, 24. He graduated in commerce, and the other (Mr. Jackson) was a graduate in agriculture. On "experience": Mr. Hawkins, 24; Mr. Jackson, 35 out of 40. Mr. Hawkins a total of 84, and Mr. Jackson a total of 95.

[Mr. C. V. Putman.]

Q. Yes, and there was a difference of 4 years between Mr. Hawkins and Mr. Jackson; the latter being 4 years older?—A. Right.

Q. Will you please read the report of the oral examination which Mr. Jackson passed before you?—A. This is dated September 18, 1929. This is addressed to Mr. Bland:—

As arranged, I interviewed yesterday Mr. Jackson who, I think, is the first candidate on the list for junior investigators. I questioned him along the lines of the attached questions. I think that he would do very well as a junior investigator, and would ask that you have him assigned, to report as soon as possible.

Q. Would you please read the questions and the answers; the answers are in pencil, but you wrote them yourself?—A. That is true.

Q. You made a summary of your impressions when asking the questions of the applicant, Mr. Jackson?—A. Yes.

Q. Will you please read the questions and the answers?—A. Yes. The first question is: "In brief form will you detail your education and experience"? My pencil notation is "Good." The next question is, "What do you know about the cost of living"? and the notation is, "Knows trend but no detailed information." The third question is, "Do you know what a Hollerith of Powers accounting unit is? What office appliances are you familiar with"? He said he did not know anything about those. The next question is, "On the examination paper you wrote there was a question about a gasolene station. Tell me how you arrived at staff requirements. Did cost of operation enter your head"? His answer was, "Pure common sense." The next question is, "Do you like to meet new people"?

Q. You do not remember what his answer was now?—A. These answers were put down—these pencil notations were put down at the time by me.

Q. Yes, yes, I know that. But you asked him that question, and he gave you an answer; did he answer you, "Pure common sense" or was that your comment on his answer?—A. I could not tell you that now.

Q. No, it is so long ago.—A. That is right.

Mr. GLEN: One would take it from Mr. Putman's evidence that that is what he said.

The WITNESS: I would take it that he told me common sense told him what would be the necessary people to operate that station.

The CHAIRMAN: Yes. Will you continue, please?

The WITNESS: The next question is, "What is your attitude towards a man with whom you have had an argument? You are positive your views are right, that the man is wrong, but you cannot convince him?" The notation is "He wants to show him." The next question is, "What do you know about civil service administration?" His answer was, "Nothing." The next question is, "You are sent to do a job, etc.—" That was a question that I asked him, and if I remember rightly it was this: "You are sent to do a job, to carry on an investigation, and the chief officer of that unit would not allow you to enter the office and carry on your investigation. What would you do?" I expected the answer that he would report back to his superior officer. I have here, "Report back." The next question is, "What do you understand by the merit system?" He did not know anything about that. The next question is, "How much in your opinion should length of service count in promotions?" The notation is, "Other things being equal or almost so, give to the old employee." The next question is, "What is your idea of the duties of a junior investigator?" I have it marked that he had a "fair idea."



*By the Chairman:*

Q. He had a fair idea; he knew of the civil service administration and nothing of the merit system but in spite of that, he had a fair idea of the duties of a junior investigator?—A. Well, you have got to put a pretty liberal interpretation on that.

Q. Yes?—A. He was a man who had no civil service experience; and I had to size up what he knew about investigational work.

Q. Yes.—A. The next question was, "How would you go about it if you were asked what rates of pay should be given a dental mechanic in Winnipeg?" The notation is, "Has good idea—dental mechanics—employment agency—dentists." I presume that he told me that he would go and find some dental mechanics and find out what they were being paid, and go to employment agencies and go to dentists.

Q. That had nothing to do with governmental work except at Ste. Anne de Bellevue? His investigations had nothing whatever to do with dentists or with the Department of Pensions?—A. I was not trying to confine my examination purely to governmental services.

Q. No; it was just to show his good judgment?—A. I beg your pardon?

Q. It was just to get an impression of his good judgment?—A. Yes. And I think he made a reply to this question which was pretty apt.

Q. It shows tact and good judgment, yes.—A. Yes. The next question is, "Should a junior clerk and a junior stenographer be paid the same wages?" and I have marked here "junior clerk."

Q. Junior clerk. It means that the junior clerk should have more than the junior stenographer?—A. Right.

Q. And, in fact, your ratings are the same for both?—A. Yes.

Mr. SPENCE: That was his judgment, I guess.

The WITNESS: That was his judgment.

Mr. CLEAVER: And a very good judgment, too, I think.

The WITNESS: The next question is, "Why did you apply for this job of junior investigator?" "Permanent employment in congenial work" is the notation I have written here. The next question is, "What peculiar qualifications do you consider you have for the job?" The notation is, "Investigations for credit bureau, sales and credit work for the de Laval people." The next question is, "What do you do with your spare time?" The notation is, "Tennis, etc., no spare time at present; on road most of the time."

Q. Yes. Will you please read the memorandum dated August 4th, 1933, to the secretary?

Mr. MACNEIL: Mr. Chairman, if there is no irregularity about the appointment, may I ask just what the point is and whether we may not exclude the details? If we are in any doubt as to Mr. Jackson's competency, could we not call him to the stand?

The CHAIRMAN: It is just to show how it was done at the time. It will not be long. It is only a matter of two or three minutes.

Mr. MACNEIL: Will we have Mr. Jackson on the stand?

The CHAIRMAN: He is here.

Mr. GLEN: We have been here all morning. It is now 12.30, and I do not see anything that we have got so far.

Mr. CLEAVER: If we are nearly finished, let us finish it up. It will only take a minute.

The WITNESS: Mr. Chairman, I do not know what statement you have reference to.

The CHAIRMAN: It is this one (indicating).

[Mr. C. V. Putman.]

The WITNESS: This is a statement which was attached to the report to council or to the report of the secretary of state when Mr. Jackson's original increase was under consideration.

*By Mr. MacNeil:*

Q. Mr. Jackson's original what?—A. Increase, when his increase was under consideration. It is dated August 4th, 1933, and reads as follows:—

#### MEMORANDUM TO THE SECRETARY

Notwithstanding the present restrictions in regard to promotions, I wish to bring particularly to your attention the case of Mr. J. T. Jackson, investigator, organization branch, Grade 1. Mr. Jackson is one of the most valuable investigators on our staff at the present time, and, with the exception of Mr. Hawkins, is paid less than any of the others. On November 6th, 1930, the commissioners approved of Mr. Jackson's promotion to grade 2, but the government refused to provide the necessary position pending the receipt of the Beatty report which was then in course of preparation. In the meantime, annual increases have been suspended, and Mr. Jackson has not even been able to proceed to the maximum of grade 1. He is doing first-class professional and technical work, and is paid a salary of \$2,160 less 10 per cent.

There is a position of civil service examiner, grade 2, provided in our estimates, which has not been filled and which, with the approval of the Governor General in Council, might be reclassified as investigator, grade 2. The Civil Service Commission is now being asked to investigate and report upon the necessity for filling every position that falls vacant; it is required to re-organize and re-classify departments where considerable reduction in appropriation has been made both on account of reduction in appropriation and the retirements of those over 65 years of age; it is being asked to assist the government in the way of preparing numerous reports on possible savings and consolidation of services. The majority of this work falls upon the organization branch, or under its direction; and Mr. Jackson is required to assume his full share of it, notwithstanding his junior classification. I think it can fairly be claimed that new and heavy responsibilities of an administrative nature have been assumed, and it cannot be denied that under present circumstances he is most inadequately recompensed. Promotions have been allowed in some few cases, and I would recommend that application be made to the Treasury Board for authority to make a promotion in this case and to provide for an increase in salary from \$2,160 to \$2,520, the new minimum, effective 1st April, 1933, requiring an amount of \$324 for the current fiscal year for which the necessary funds are available.

It is signed by myself, recommended for approval by the secretary, Mr. Foran, and signed by Dr. Roche and Mr. Bland.

Q. In that there is something to this effect, "The Civil Service Commission is now being asked to investigate and report upon the necessity for filling every position that falls vacant"?—A. Yes.

Q. Therefore, the order in council to the effect that all vacant positions were to be abolished was not uniformly carried out?—A. The orders in council saying that certain positions should be abolished were of certain dates; that is, I think the first one abolished all positions that were vacant sometime around April 1st, 1932. The vacancies which occurred after that were not abolished; and it was those vacancies which occurred which we were investigating.

Q. Yes; and according to the order in council which you have mentioned, as positions became vacant and were to be abolished—there was very little work to abolish them; declare them abolished—were they abolished ipso facto?

Mr. CLEAVER: Mr. Chairman, I take it that it was the duty of this man to make investigations to determine as to whether the services would encounter difficulties if the positions were abolished—as to whether the positions were necessary.

The CHAIRMAN: Exactly, Mr. Cleaver.

The WITNESS: There were very, very many positions which were abolished.

Mr. CLEAVER: In my opinion, it is very important work; and I am quite frank to admit that I do not see anything wrong with that recommendation for the increase in pay. They were doing important work.

The CHAIRMAN: Yes, yes.

*By the Chairman:*

Q. But were other investigators carrying on the same work as that or was it only Mr. Jackson who was doing that?—A. No. All of the investigators in charge of departments were handling questions of their own departments. I want to explain this in connection with that omnibus order in council which said that all positions vacant on a certain date would be abolished: there were many, many positions which were re-established because of the necessity of the services.

Q. Yes; and therefore the first application of the Treasury Board ruling or order in council was too wide. It was too wide; and afterwards some exceptions had to be made in urgent cases?—A. Exactly.

Q. Yes.—A. Exactly.

Q. And therefore it was left to your branch to decide whether a position was to be filled or not?—A. On our recommendation to the commissioners, yes.

Q. But as you said, there was a proportion—from one to two per cent—of changes made by the board. Does it apply to that?—A. Not particularly, no.

Q. What was the proportion of changes made by the board?—A. In those particular instances? I would not know of any where the commissioners did not agree with the recommendations of the organization branch that certain positions in certain departments were necessary.

Q. Yes. They agreed with all your recommendations?—A. As far as I remember, yes.

Q. Yes, as far as you remember. Did you get in touch with the departmental officials to decide whether the position was to be abolished or not?—A. Most certainly, in every case.

Q. You did your work then on those positions just the same as you do it now?—A. Right.

Q. By consulting with the department?—A. Of course.

Q. What departments were reorganized or re-classified where considerable reduction in staff was made both on account of reduction in appropriation and retirement of those over 65 years of age?—A. Well, Mr. Chairman, I know that some work—

Q. Not very many?—A. In that regard, in the Department of Agriculture—the Department of Agriculture has been under consideration for four or five years, and I know that did apply there. As to what other departments it applied to, I would have to look it up. I do not remember just now.

Q. I know that nearly all the bilingual propagandists of the province of Quebec were struck off and set back at that period. I know that very well. There were complaints from every corner in that connection. The farmers of Quebec could not have any one there who was already in the employment of

[Mr. C. V. Putman.]



the department who spoke their own language. That was part of the excellent work that was carried on by your branch at the time. You are responsible for it. I do not put the blame on you, Mr. Putman, as much as I put it on the deputy head of the department, Mr. Barton, who is largely responsible for that.

Mr. GLEN: Could we confine ourselves to this case, Mr. Chairman?

The CHAIRMAN: Yes. Excuse me. It is just an interlude.

*By the Chairman:*

Q. This memorandum states: "It is required to re-organize and re-classify departments where considerable reduction in staff has been made both on account of reduction in appropriation and the retirements of those over 65 years of age." Well, those retired were not replaced very often, were they?—A. Well, sometimes they were not. But sometimes it was necessary; and we investigated all of those cases.

Q. Yes, but to your knowledge many of them were not retired?—A. Many were not which?

Q. Many of them were retired but not replaced?—A. I would say, from memory, that certainly more than half of them, more than half of the positions were replaced—most certainly. They had to be.

Q. Suppose one-half had to be replaced. They had to be replaced through the examination branch?—A. Oh yes; of course.

Q. Therefore you were doing additional work which was not your own, just to come to the help of the examination branch?—A. No, that is not so; because the establishment of positions is part of our work.

Q. But when a position is already established?—A. When the position is already established, the filling of it is up to the examination branch.

Q. And for all those retirements of people over 65 years of age—all those positions were established?—A. All those positions were established, yes; but the thing was that the treasury board required us to make an investigation to determine whether or not it was necessary to fill them.

Q. And those positions of people of 65 years of age could be filled only by promotion?—A. Oh yes, of course.

Q. No outsider could come in to fill the position of a man of 65 years of age, except by order in council?—A. No.

*By Mr. Glen:*

Q. So far as these departments are concerned now, Mr. Putman, is this rule of 65 years of age applied?—A. It is still in effect.

Q. It is still in effect?—A. Yes; but there is a provision whereby, by order in council, a man's service may be extended from year to year after the age of 65.

The CHAIRMAN: Yes, I know.

*By Mr. Spence:*

Q. Mr. Putman, have there been any extensions in the last few years?—A. Yes, hundreds.

Q. Hundreds?—A. Yes.

Q. That was not so in the five years before that?—A. I beg your pardon?

Q. It was not so between 1930 and 1935. I know we lost many friends by not doing it.—A. I could not tell you about that.

*By Mr. Hartigan:*

Q. During the period that the ban was enforced, did the personnel of the civil service contract or expand; that is, as to the total?—A. It contracted very much.

Q. Roughly, by how much?—A. In numbers, I could not tell you.

Q. That is what I mean, in numbers?—A. I could not tell you exactly in numbers, but I have the figures as to money.

Q. No, no—I mean numbers.—A. I could not tell you as to numbers right offhand; I could get that information for you.

*By Mr. Golding:*

Q. Have you the figures here for the money?—A. No, I have not the figures for the money either.

*By Mr. Spence:*

Q. Is it true that there are twelve hundred more civil servants to-day than there were in 1935?—A. Well, from the number of temporary appointments that we have made during the last year, I would not be surprised.

Q. Do you think we are justified in having twelve hundred more than we had during those days, when times were probably even better than they are to-day?—A. I can only say this, that in every—

Mr. GOLDING: You are wrong there.

Mr. SPENCE: I am not wrong at all.

The WITNESS: —in every case where a department has made a request for additional employees, they have been able to justify it.

Mr. CLEAVER: Do you not find that expanding business requires an expanding staff to take care of it?

Mr. SPENCE: Where is the expanding business?

The WITNESS: I can tell you one case—

Mr. CLEAVER: In the Excise department.

The WITNESS: There were 150 odd employees taken on in one lot when the government decided that we were going to have the Saturday and holiday afternoon delivery of mail. It meant somewhere in the neighbourhood of 300 additional postal clerks all over Canada. That is one.

*By Mr. Golding:*

Q. If you were efficient in your service, you would be able to tell this committee whether those employees were required or not, definitely; you would be able to tell us that.—A. I say that from our investigations the departments justified the appointments of those employees.

Q. You did not justify it?

Mr. GLEN: The departments justified it and you were satisfied.

*By Mr. Hartigan:*

Q. You said the departments justified it? What departments?—A. The various departments.

Q. The various departments?—A. Yes.

Q. You got recommendations from the departments?—A. Take the Department of National Revenue, for instance.

*By Mr. Cleaver:*

Q. Yes. Has there not been a tremendous expansion in the revenue collected?—A. There has been a tremendous expansion.

Q. No, but the tremendous expansion in trade that has taken place in the last two years would certainly require an expansion in staff?—A. In certain places, yes.

[Mr. C. V. Putman.]

Mr. HARTIGAN: A good many customs houses have been abolished since that time.

Mr. CLEAVER: Yes, but you could do with a lot less.

The WITNESS: It is true that where they have closed out an office, they have usually moved the employee to the main office, so that there has not been a contraction in the total number of employees.

*By Mr. Spence:*

Q. Why did they do that, so that they would not lose another friend?—

A. I cannot answer that.

Q. I know cases where they have moved them to headquarters and they did not need them at all.

Mr. McNIVEN: Let us have them.

Mr. SPENCE: I am not going to name them. It is not the fault entirely of the Civil Service Commission.

*By Mr. Hartigan:*

Q. Did you mean that the Civil Service Commission justified those appointments or the departments justified them?—A. The departments.

*By Mr. MacNeil:*

Q. To your satisfaction?—A. To our satisfaction. Every request for an additional employee goes first to the treasury board and they send it to the Civil Service Commission. We look into it the best way we possibly can, and we either say we believe it is necessary or we believe it is not; then it goes back to the treasury board and the treasury board acts on it.

*By Mr. Hartigan:*

Q. Then it would be a case of the Civil Service Commission justifying it. You coincide with the wish of the departments, that is all?—A. We agree with the departments, yes.

*By Mr. MacNeil:*

Q. After investigation?—A. Yes.

*By Mr. McNiven:*

Q. There have been cases when you refused an expansion?—A. There have been, yes.

*By Mr. O'Neill:*

Q. When men reach the age of sixty-five, are they in receipt then of a pension if they retire?—A. If they are under the Superannuation Act, yes.

Q. How many of them are under the Superannuation Act? Are the majority under the Superannuation Act who come under the civil service?—A. Just those who elected in 1924 to come under the Civil Service Superannuation Act, and all employees who have been appointed permanently since 1924. I think there were some four or five thousand who were under the former Retirement Act that did not come under the Superannuation Act.

Q. If any do not come under the retirement allowance, that is their own business; they did not elect to come under?—A. They had the opportunity, yes.

*By the Chairman:*

Q. Under the Calder Act?—A. Some of them.

The CHAIRMAN: There were many Acts.



*By Mr. O'Neill:*

Q. Can you give me an approximate idea of the number of men who have been granted a continuation in the service but who would be in receipt of a superannuation allowance provided they had retired?—A. All of these persons, at least, a large majority of these persons who have reached sixty-five, I would presume, are under the Superannuation Act.

Q. And they would then be in receipt of superannuation?—A. Yes, I should think so.

Q. What is the superannuation allowance?—A. Thirty-five fiftieths of their salary for the last five or ten years, depending upon whether they were under the Act in 1924 or not.

Q. Thirty-five fiftieths?—A. Seven-tenths.

Q. All of these men would be in receipt of a fair remuneration?—A. If they had had thirty-five years of service, the maximum is seven-tenths; but if they had twenty-five years of service, it would be twenty-five fiftieths; or fifteen years' service it would be fifteen fiftieths or thirty per cent.

Q. Men of sixty-five years of age, in the great majority of cases, would have more than fifteen years of service; you would not be taking them into the service over thirty years of age, not generally?—A. Not generally. But there are a great many, especially returned soldiers.

Q. Under those circumstances, it seems to me that most of those men would be in receipt of a fair superannuation allowance.—A. I would think those who were in the classified service. There are a large number of labourers and persons in skilled labouring positions that would not be.

Q. This may not be a fair question and, if it is not, just say that it is not fair and do not answer it. Do you think that these men should be permitted to remain in the service, under the conditions that exist today, when they have reached the age of sixty-five?—A. Under certain circumstances I think it is entirely justified because of the special knowledge or the special qualifications a man has for the job. Sometimes I think it is a good thing to keep a man like that.

Q. Supposing a man suddenly dies?—A. Then you have got to go outside.

Q. Yes, and you oftentimes find, with all due respect to special qualifications, you get a better man afterwards than the man you had in the first place?—A. That is often true.

MR. O'NEILL: Under conditions that exist today, with hundreds and thousands of young men walking the streets, who have university educations but who cannot get jobs, it seems to me that we should not perpetuate this practice of allowing men to stay in the service after they have reached the age of sixty-five.

*By Mr. McNiven:*

Q. Mr. Putman, I have not been in attendance all the time and have not heard all that has been said, but can you give the committee any recommendations whereby they could improve the service?—A. Well, I rather hesitate to make such suggestions. If I were to make a suggestion, my suggestion should go before the commissioners before it comes to the committee. I have certain ideas I would be glad to give the commissioners, but I would not want to make them on my own recommendation.

THE CHAIRMAN: It is pretty hard for a witness to answer that question. You might ask him if he had seen anything wrong in the service and could he offer a suggestion for its improvement.

*By Mr. McNiven:*

Q. One of the members of the committee asked you a question in regard to the efficiency in the various departments; does the commission undertake any investigations in that regard?—A. Not directly, only when we are making a

[Mr. C. V. Putman.]

unit survey, if we see things that are patently wrong, we will report it, perhaps not to the commissioners, perhaps we will only go to the deputy minister of the department and say, "Here is something that we do not think is exactly right."

Q. Did not the commission undertake an investigation of the Printing Bureau?—A. Yes, that was a special investigation which was made in 1920.

Q. Would it not be advisable to have the commission make investigations in other departments?—A. We have since that time made many on a smaller scale than that; but I can give you instances in the Post Office Department and customs and other departments where we have done exactly the same.

Q. Have you any knowledge of the introduction of certain machines in the Post Office Department, the money order branch?—A. Yes.

Q. Did that result in any substantial saving?—A. I should say it resulted in a very considerable saving in staff, yes. They would have had a staff of double what they have now if they had continued with the old hand audit, in my opinion.

Q. Are the conditions ideal in connection with the operation of those machines to-day?—A. I would not think they were exactly ideal. I think there are certain hardships on the employees that we are looking into at the present time.

Q. Has there been any investigation into those things?—A. There has been, yes.

Q. Any report?—A. I think there has been a report, although I do not believe a final report.

Q. Has there been any report from a medical standpoint as to the effect of the operation of these machines on the health of the girls who are operating them?—A. That is what I was referring to.

Q. Does the report indicate that their present duties are having an adverse effect upon their health?—A. It is pretty hard to determine that, for the simple reason that the quarters in which they are housed are very poor and, whether it is the machines or the housing, I would not be prepared to say, and I do not think they are conclusively prepared to say.

Q. Is it a fact that these girls are paid on a bonus system and are penalized for mistakes?—A. Yes, but they have a basic salary which they will get. There is a bonus over and above a certain amount. They have a fixed salary and over and above that amount they may earn a bonus of \$20 a month.

*By the Chairman:*

Q. When you were at the post office department, Mr. Putman, did you recommend the installation of a conveyer from one end of the station to the other in Toronto?—A. I do not think I ever had anything to do with any conveyer.

Q. Did your branch have anything to do with that?—A. No.

Q. Mr. Putman, from your experience as chief investigator of the men in the service, are you ready to say that you regard the experience of any man reaching the age of sixty-five as indispensable to the service?—A. I would answer it this way, that no man is indispensable.

Q. That is a fair answer.—A. But I do think that under certain circumstances there are men whose value to the government is such that they might be retained.

Q. And are the men of sixty-five years of age in the service as a general rule preparing their assistants to replace them when they go? You know what I mean?—A. Yes, I know. I think in most instances, yes, that there is an assistant who is coming on. I know of instances, however, where that is not so.

Q. Where there is none?—A. Yes.

Q. In some cases there are old employees who have a real understanding of things and who know that they will die or leave the service some day and who are preparing an assistant to continue their work after they are out of the picture; on the other hand, there is another class of selfish men who think they are



indispensable and do not train anyone to replace them; is that not a fact?—  
A. I think so.

Mr. HARTIGAN: I think that is a good idea, Mr. Chairman. We are up against that very thing with nearly all our departments to-day, that they go in rotation, one man steps out and another man comes in. What I say is that next year you might get a brilliant young man coming into that department, and if you have another man already years ahead prepared for the executive position, perhaps you would be leaving the better man out who comes in after this training began. I think the successor should be appointed according to merit, by examination and by efficiency. Give Canada the best brains we can give it.

The CHAIRMAN: What you say is perfectly right. The way I understand it is this, there is a deputy-head of sixty-five, and he has an assistant deputy-head, and there is also a secretary. The deputy who is sixty-five is superannuated, then he is supposed to be replaced by his assistant; the secretary becomes the assistant and one of the chiefs of the branch becomes the secretary, and there is an improvement and betterment for a long line of employees and finally there is a vacancy at the bottom which is advertised and it creates a new job for a young man. That is my understanding.

*By the Chairman:*

Q. Mr. Putman, you have been doing investigation work for a period of years in the Post Office Department?—A. Well, I did for a number of years carry the Post Office Department myself, but for the last eight or ten years I have not had other than indirect contact with it.

Q. Yes, but on the other hand, as chief of the branch, you have a general knowledge of what is going on in each department?—A. Yes.

Q. At the time you were investigating that department, what was the average age of the employees in the inside service?—A. I have not any idea.

Q. You do not know what the average age is now?—A. I would not know, no. That is one of the things that we have been trying to arrive at and that we hope this survey which has been recently conducted under the supervision of treasury board will give us a lot of those figures.

The CHAIRMAN: For your information, gentlemen, I have been told by high officials of the post office that the average age of the employees ten years ago was thirty-five, and that it is now forty-five years. If it continues along those lines, it will in ten years be fifty-five, which is much too old. That is the average age of the whole department. We have the cry of youth for work, and this must be considered in due course. I will show you a letter that I have received, a very pathetic letter, from a young man in regard to an advertisement which appeared in the Montreal Star.

Mr. HARTIGAN: Mr. Chairman, you must also take into consideration when you take in the whole department, the postal service, that you are including the returned men, and a great many returned men have a preference which is quite correct. They would naturally tend to raise the age limit.

The CHAIRMAN: A man, whether he is a returned man or a civilian, who is a mail carrier in a city has to carry a lot of mail, newspapers and so on, and he must be a young man and he must have good sight to be able to read the addresses quickly.

If you will permit me, gentlemen, I will read you—

Mr. GLEN: Mr. Chairman, has the witness anything to offer on the question of age?

*By the Chairman:*

Q. You have not studied it?—A. Well, no, not at the present time.

[Mr. C. V. Putman.]



Mr. SPENCE: Mr. Chairman, I wish to say something before we conclude. My friend, Mr. McNiven, objected to my saying a while ago that when the customs houses were closed and removed to headquarters, and so on, that many were taken to headquarters who were not needed. He asked me to name them. That has never been my policy to name anybody, because since I have come on this committee I have been approached many times by civil servants and by the press to look up certain files of persons who considered they had not been treated properly on the examinations, and I refused to take up any particular case.

We have taken a long time to-day on one particular case in connection with Mr. Jackson, and while I would not say it was a waste of time, I think we might have done it in a much shorter time. But I have refused to take up these cases, and you would be surprised if I told you how many have been referred to me. I could have made a wonderful fellow of myself in this committee and got in the limelight, and everything else, but I refuse to do that. I do not think it is necessary to take up too many individual cases, and I hope the time is passing when we will get away from taking up too many individual cases. It is the policy of the Civil Service Commission that we are after.

We all pretend to be fair, and all that kind of thing, about appointments. The Civil Service Commissioners are fair and do not appoint anybody unless they are recommended according to the eligible list. But in Toronto it is said definitely that for the last two years, particularly the last year, there has been an army of young sons of foreigners appointed to assist in the post office, and they remain there permanently after they are appointed temporarily, and men who have passed the examinations and are on the eligible list for positions are not getting them.

I wish to ask Mr. Putman if he knows that is true. I do not wish to say it is true, myself, but I was asked to go into this matter and I ask Mr. Putman if that is true. They tell me there are young Jews there, the place is packed with them, and nobody else can get a look-in. It is said that it is the sons of foreigners who are getting all the jobs in the Toronto post office. Is that true or not? I am not quarrelling with the Jewish people, because they are all good friends of mine, but I would like to know whether that is true or not.

The WITNESS: I could not answer that question. Mr. Nelson might be able to answer it. I do not know anything about the eligible lists after they are completed.

Mr. SPENCE: That is the great difficulty in this department, in the Civil Service Commission. There are so many people who do not know anything, and when we get a man who does know anything, he knows very little too. Yet I am not accusing him of doing wrong; because I have not seen where anything which has happened in this committee would degrade the civil service very much. But I do know that in Toronto something is radically wrong. I know those who passed the examination last Christmas could not get jobs, while others were taken on by the dozen by some of our good friends who had a little more power than I had. I did not get anybody on. I did not expect it, and so I am not disappointed at all.

The WITNESS: Mr. Nelson is ready to answer your question.

Mr. NELSON: Mr. Chairman, I was going to say, with your permission, that I will be glad to give Mr. Spence a full report on that; but I will have to ascertain the particulars.

Mr. SPENCE: You will leave it?

The CHAIRMAN: Could you have it to-morrow morning?

Mr. NELSON: Possibly; I will do the best I can.

The CHAIRMAN: If you cannot, try to have it to-morrow afternoon.

Mr. NELSON: Yes.

Mr. SPENCE: All I want is a square deal in Toronto for all classes.

The CHAIRMAN: Exactly; for everybody.

*By Mr. McNiven:*

Q. May I ask a question there? You referred to unsatisfactory conditions in the money order branch. How long has that continued?—A. Well, I would not say that it has been so patently unsatisfactory; but I think that the overcrowding has been a matter of two or three years.

Q. Are any steps being taken to correct that?—A. I think so; I believe steps have already been taken.

Q. Is it a matter of overcrowding, or is it the execution of the work incidental to the operation of these machines?—A. I cannot tell you.

Q. Or is it a combination of both?—A. I think it is probably a combination of both.

*By the Chairman:*

Q. In that memorandum of August 4, 1933, that you have there, it is stated that it is the organization branch that is being asked to assist the government in the way of preparing numerous reports on possible savings and consolidation of services?—A. Yes.

Q. It means saving by cutting jobs; and consolidation is synonymous with centralization in certain services?—A. Yes.

Q. That is all right. I have one other question. With regard to superannuation, you said that it did not apply mostly to labourers? Did I understand that it applied mostly to office workers?—A. No.

Q. Superannuation?—A. No. It was not in connection with superannuation. It was in connection with extension. I said there were a great many positions held by labourers, skilled labourers, whose services were extended beyond 65 years of age.

Q. But you know that there is a regulation to the effect that no man shall work on a wharf if he is 65 years of age?—A. Well, I did not know that.

Mr. GOLDING: It is one o'clock.

The CHAIRMAN: All right. We will adjourn until eleven o'clock to-morrow morning, gentlemen.

The committee adjourned at 1.05 p.m., to meet again on Wednesday, June 15, at 11 a.m.

For. Doc  
24  
200  
X

CA1 XC 2

- 38058

SESSION 1938  
HOUSE OF COMMONS

SPECIAL COMMITTEE

ON THE OPERATION OF THE

CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

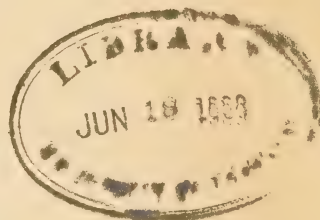
No. 31

WEDNESDAY, JUNE 15, 1938

WITNESSES:

Mr. G. T. Jackson, Investigator, Civil Service Commission.

Mr. G. H. Gilchrist, Assistant Chief, Organization Branch, Civil Service Commission.







## MINUTES OF PROCEEDINGS

JUNE 15, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock a.m. Mr. Pouliot, the Chairman, presided.

*Members present were:*—Messrs. Boulanger, Brooks, Clark (York-Sunbury), Cleaver, Deachman, Glen, Golding, Hartigan, Jean, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, Marshall, O'Neill, Pouliot and Spence.—16.

*In attendance—*

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. A. Potvin, Commissioner, Civil Service Commission.

Mr. J. H. Stitt, Commissioner, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

Mr. G. T. Jackson, Investigator, Civil Service Commission.

Mr. G. H. Gilchrist, Assistant Chief, Organization Branch, Civil Service Commission.

The Chairman read a letter he wrote to Mr. Richard Myers, Honorary Secretary, Amputations' Association, Toronto, advising him that the Committee would hear him at the end of this week or on Monday next.

The Chairman summarized the evidence respecting Mr. Jackson's salary increase.

Mr. G. T. Jackson was recalled and further examined. He filed recommendations from the Saskatchewan Co-operative Creameries, Ltd., and the Sudbury Co-operative Creamery, Ltd.

The witness retired.

The Committee adjourned until 4.00 o'clock, p.m.

---

4.00 p.m.

The Committee resumed at 4.00 o'clock, p.m.

*Members present were:*—Messrs. Boulanger, Brooks, Clark (York-Sunbury), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Hartigan, Jean, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, Marshall, O'Neill, Pouliot and Spence.—17.

Mr. G. T. Jackson was recalled, further examined and retired.

Stencilled copies of letters from Mr. Bland and Miss Saunders showing the positions in the Department of Agriculture where Mr. Jackson was on the examining board as well as investigator were distributed to the Committee.

Mr. G. H. Gilchrist was called, sworn, examined and retired.

The Committee adjourned to meet again Thursday, June 16, at 11.00 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268.

June 14, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Good morning, gentlemen. As there is a quorum now I shall take up a few routine matters. I shall ask you first of all, once more, to send me as soon as possible a list of the subject matters that you want to have in the report. In the second place I received a letter from the Legion to the effect that they preferred to be heard in public. I sent you that letter, and I received an answer from Mr. Cleaver and Mr. Spence. What is your view upon it, gentlemen? It was understood first that we were to have an informal conversation with them; but naturally as it is their desire to have a public meeting, I suppose that you agree to it?

Mr. O'NEILL: Is there any reason why we should not have a public hearing?

The CHAIRMAN: No. It was understood before with the members of the Legion that we were to talk over all matters informally. Now, they desire to have a public meeting. You have no objection to that?

Some Hon. MEMBERS: No.

The CHAIRMAN: Nobody has any objection. Major Bowler will be notified accordingly. Then, I sent a letter to Mr. Myers of the Amputations' Association, and I also sent a copy of it to Mr. Herwig who belongs to the same association as Major Bowler.

The letter reads as follows:—

OTTAWA, June 13, 1938.

DEAR SIR,—Following our previous correspondence, you will be heard by the committee either at the end of this week or Monday next.

I had your brief stencilled and a copy of it was sent to each member of the committee.

When you come, will you please let us have some information about the number of men in your Association (1) who are receiving a pension, (2) who are receiving a pension and who have a job in the service, and (3) who have neither a job in the service nor a pension.

As to the latter, I will ask you how many are unemployable and how many are employable. With regard to the employables, I would like to have a certain approximate classification according to their education and qualifications.

The Committee Clerk will wire you when to come.

It is only fair to get that information from the Legion and from the Amputations' Association.

Mr. HARTIGAN: They may find it rather hard to get the statistics for you.

The CHAIRMAN: I will be satisfied with approximate figures, and I assume you will be satisfied also, gentlemen. We were told the other day that there

were only about 4,000 men left. That matter is very important. The war has been over for 20 years and therefore we must come to definite conclusions about it when we discuss the matter, when each member will give his own opinion.

Gentlemen, I want to summarize in a few words the evidence that was given yesterday, so as to give you a short outline of one part of the draft report that I intend to submit to you.

In the first place, with regard to Jackson, during the ban that lasted from some time in 1931 till some time in 1936 according to Mr. Putman's evidence, the key to the Treasury was in the hands mostly of the Civil Service Commission, and people were notified by the Treasury Board to the effect that the lock was closed and that nobody could get an increase in salary. Of course, the Civil Service Commission was there at the door telling people that it was impossible for them to get increases or promotions during that period. One of the men of the Civil Service Commission secured a pass key to open the door for himself, and he had two increases, when members of parliament had a deduction of ten per cent in their salaries at that time. While the members of parliament were receiving \$400 less, that gentleman had an increase, one increase, and a second one in 1935, retroactive to July 16, 1935. I leave that with you.

Mr. CLEAVER: Is it fair to suggest that Jackson had a pass key? Now, I quite realise the strength of your argument, and all that kind of thing, but that is hardly accurate.

The CHAIRMAN: Well, Mr. Cleaver, I will tell you that naturally no comparison is perfect; but on the other hand we were told by Mr. Putman yesterday that he was the only one in the commission who got that increase, and there were very few in the service. It was understood by all that there would be no increases at that time, and he was successful in getting two.

Mr. CLEAVER: If I heard the evidence correctly which was given yesterday, it was to the effect that he did not ask for an increase but that his superior officers felt that his work merited the increase, and that he was not being paid an adequate salary for the services he was performing. Now, that is far from justification for saying that he had a pass key.

The CHAIRMAN: Well, we will leave it at that. There were in the service 17,000 permanent employees, and in my opinion, many others were doing just as meritorious service as he was, and you know that very well, Mr. Cleaver.

Mr. CLEAVER: I freely admit he was singled out for preferred treatment; but I do say that fact does not justify the statement that he did it himself. His superior officers were the ones who gave him that increase. Jackson had nothing to do with that.

The CHAIRMAN: We have to take that with a grain of salt. You have enough wisdom and experience as a barrister to take that with a grain of salt without discrimination to anyone. I take it as it was said. One thing wrong with the Civil Service Commission is that most of the rulings are exceptional rulings. They issue a general rule and then there are exceptions. I am strongly against exceptions. I am ready to suffer anything that is imposed on me, provided that it is imposed on all. When there is an exception it makes people angry and it dissatisfies everyone—

Mr. CLEAVER: I will go with you on that one hundred per cent.

The CHAIRMAN: I am in favour of the same treatment to all.

Mr. CLEAVER: Quite.

The CHAIRMAN: Without exception to anybody.

Mr. CLEAVER: Quite.

The CHAIRMAN: One of the suggested recommendations that I want to submit to you is that no married woman in the service shall be employed under their maiden names. If they persist in being employed that way, they shall be fired. We should know about married women in the service, whatever we decide about that. That is one thing.

Now, gentleman, I want you to know the way I work. As to my report, it is practically ready now, my draft report, but I did not dictate it. I will show you the way I understand it, for your own information.

Mr. GOLDING: Mr. Chairman, are there married women in the service under their maiden names?

The CHAIRMAN: Yes, sir, according to the answers, which should also be taken with a grain of salt, because they are not complete, and interrogations are being made. You will have that as soon as possible. My correspondence is like a haystack, but I am trying to do my best to handle it. I gave the answers that I received from Mr. Stitt, one of the commissioners, to my secretary, asking her to tabulate them, but they are very few. There are others that I know of who are employed under their maiden names, and whose names do not appear in the answers that have been received. The departments have a way of telling us something that is not an answer when there is a nigger in the woodpile, and I strongly object to it, because we vote their salaries, and they must answer any question that comes from the committee. I make a very strong protest because certain departments take a very long time to answer requests for information.

Mr. GLEN: Just as a matter of procedure, you suggested just now that you would be giving an outline of what you consider should be in the report.

The CHAIRMAN: Just to give you an idea how I proceed.

Mr. GLEN: I was going to suggest this. We had a good deal of talk yesterday with regard to Mr. Jackson. We have heard Mr. Putman in the box for quite a long period. If we are through with Mr. Putman I would suggest that we hear Mr. Jackson and get the evidence consecutively with what happened yesterday, and then having disposed of the evidence with the exception of the other organizers who are coming in, that your viewpoint, along with the suggestions of any of the members of the committee, should be made in the first instance to the subcommittee who would correlate them and then submit them to the committee as a whole.

The CHAIRMAN: I know that would be the right procedure; but what I want to tell you will take about five minutes. I should like to do that just to show you how I work, and if you agree with that line of work without agreeing with what I have said entirely, I will be satisfied with it and I will continue my work on the same line. If you are not, well, I will adopt your views according to the way you want them carried out.

Mr. GLEN: I do not want to stop anything that will lead to the formation of a report because of the short period of time; but I was going to suggest that we might finish the oral evidence of the witnesses of the investigation branch, and more especially Mr. Jackson who has been in the limelight for some considerable time. It might be fair to him to have him heard.

The CHAIRMAN: As you like.

Mr. GLEN: If the committee are agreeable.

Mr. MacNEIL: Yes, agreed.

The CHAIRMAN: That is all right.



GEORGE T. JACKSON, called and sworn.

*By the Chairman:*

Q. Mr. Jackson, you are the investigator whose file was investigated yesterday?—A. Yes

The CHAIRMAN: Mr. Jackson is your witness, gentlemen.

Mr. GLEN: I would suggest that as Mr. Jackson has heard the evidence given with regard to his case, he might wish to make a statement with regard to his entering the civil service, how his promotions were obtained, and also his experience.

The WITNESS: I was employed with the De Laval Creamery Company.

*By Mr. Glen:*

Q. How old are you now?—A. Thirty-five. I was employed with the De Laval Creamery Company, working out of Toronto at the time that I saw the advertisement.

Q. Would you mind starting from the beginning of your entering the service, and give us your experience and qualifications?—A. Well, I am a graduate of Toronto University in agriculture, and I had experience in Sudbury and in Vancouver and in Saskatchewan in creamery and dairy work. While in Vancouver I worked with the Retail Credit Company doing investigational work on character and business and insurance of various kinds. With the De Laval Creamery Company I was selling creamery equipment, organizing new creameries and dairies and starting them off in business.

Q. You had a good deal of contact with the public?—A. Yes, entirely with the public, sir. Then I entered the service as a junior investigator, in October, 1929.

Q. Where were you employed at that time?—A. With the De Laval Creamery Company.

Q. Where?—A. My headquarters were Toronto, and I was working north of Toronto, as far north as North Bay on a certain territory.

*By Mr. MacInnis:*

Q. Junior investigator was your first position with the civil service?—A. Yes.

Q. And you have been with the civil service continually since 1929?—A. Yes, sir. I was appointed as junior investigator in October, 1929. I passed first, I believe, on the eligible list; and in 1930 Mr. Putman assigned me to the Post Office Department to act as investigator in the Post Office Department. The man who had been investigator for that department had resigned shortly before I came in and Mr. Putman was carrying on that department as well as others, and he apparently felt after a short time that I was probably capable of handling the department and he assigned that to me. Then, in 1931, I believe it was, he assigned to me the Department of Agriculture, which was being handled by another investigator who was not a graduate in agriculture. In 1933, not at my own request, I knew nothing about it, I was granted a promotion to investigator grade 2. At that time I was also handling loans for the commission. The Treasury Board had issued instructions that they felt that at that particular time there might be overstaffing in some departments, and when requests were received by the commission for additional help it was my responsibility to endeavour to obtain loans if possible, to provide that assistance from other departments; and I was constantly in contact with every department obtaining loans for periods anywhere from one month to indefinite periods.

[Mr. G. T. Jackson.]

In 1931 when the transfer of the national resources was made a great number of people were laid off in the Department of the Interior. The commission assigned to me the duty of looking after the lay-offs, re-grading them and attempting to place them back in the service in that way. If a request came for an appointment in the service the matter came to my desk first to determine if it were possible to fill the position from the list of lay-offs from the Department of the Interior, and later on lay-offs from other departments.

Q. And you continued your work as an investigator also?—A. Yes.

Q. You were acting in a dual capacity then; you were doing your work in the Post Office Department and in the Department of Agriculture and you were also looking after these lay-offs and loans?—A. Yes, and I was handling the Department of Agriculture as well.

Q. You were there also doing the work in the Department of Agriculture?—A. Yes, sir. In 1935 when the Soldiers' Settlement Board were brought into the service I was assigned the duty of investigating and determining the classification of all the staff of the Soldiers' Settlement Board. In that capacity I had to travel through to Vancouver to examine the duties of every employee and determine their classifications and make the necessary recommendations.

Q. And at the same time you were carrying on your duties in these other departments?—A. Yes, sir. I was carrying on my duties with the Post Office Department, the Department of Agriculture and the Soldiers' Settlement Board on top of that.

Q. Well then, what salary were you receiving before you got this promotion?—A. Before I got the promotion in 1933 I think my salary was \$2,160; I am not sure about that, then I received another promotion in 1935 when the ban was lifted and there were a great many promotions which went through at that time, all those which had been standing four years, they were all passed in 1935, dating back to the 16th of July, 1935. I received another promotion.

Q. No exception was made in your case?—A. Not for the 1935 promotion, no. There were a great many went through in the Civil Service Commission.

Q. Can you give us some idea of the work you were doing from say early in 1931?—A. Since about 1931 I have been acting partly in the capacity of an examiner in connection with agricultural positions; and, in the capacity of technical adviser for the commission, as an aid to the examiner who was looking after agriculture, and I sat in on the examining board more as a technical officer because I was a graduate in agriculture. There was no other graduate in agriculture on the staff of the department.

*By Mr. MacInnis:*

Q. What would be your function in sitting in with the examining board; would you be a technical adviser to the board?—A. Yes. They may bring in technical advisers from outside as well, but on the board there are usually one or two representatives from the department, the commission has a representative, and I sat there probably to balance up the board. I do not know what the purpose of the commission was in asking me to sit on this board. My knowledge of agriculture would be of some assistance to them. They probably felt that the commission's viewpoint was well taken care of by having a graduate in agriculture on the board rather than to give that to the regular examiner.

*By Mr. Deachman:*

Q. In what year did you graduate from Guelph?—A. 1925.

Q. What option?—A. The dairy option.

Q. It was for that purpose, that you were a graduate in agriculture, that you were sitting on these boards because they wanted your technical advice?—A. I expect that was the reason.

*By Mr. Glen:*

Q. In your former experience you were employed in a number of different industries? I suppose you were working your way, trying to get a position during the summer months, working your way through college?—A. I worked every summer while I was attending college, and even while I was attending high school to help me get through high school and college.

Q. You had no assistance other than what you were able to do for yourself?—A. I had to pay my own way through college.

Mr. DEACHMAN: Hear, hear. You have my sympathy; I was in the same box.

*By Mr. Glen:*

Q. And I suppose, of course, you have recommendations from these people with whom you were employed?—A. I have recommendations from some. I can get recommendations from others. Some of the firms I was with—I did not make it a point of asking for recommendations, and they apparently did not make a practice of giving them without being asked for them.

Q. You were with a co-operative association in Saskatchewan?—A. Yes.

Q. What is the name of that co-operative?—A. The Saskatchewan Co-operative Creamery.

Q. How long were you with them?—A. Two years.

Q. Why did you leave them?—A. Because I am the only son in the family and my father's health was not strong, he was getting up in years. We have a large farm.

Q. Then it was not for the reason suggested by someone yesterday, that you preferred the east to the west?—A. No, sir.

*By Mr. Deachman:*

Q. Who was in charge of the co-operative when you were there?—A. J. A. Caulder.

*By Mr. Glen:*

Q. Have you any recommendation from Mr. Caulder or from that association?—A. I wired for a recommendation last night.

Q. You did?—A. And I have it here. I will be glad to table it.

Q. Will you please read it?—A. It is addressed to George T. Jackson—

Q. Will you let me see it before you read it, please?—A. Yes.

Q. Now, will you read it please?—A. Yes, sir:—

Please confirm fact you left company at own suggestion were employed two years and left in good standing.

Saskatchewan Co-operative Creameries Ltd.

Q. Do you think you could get recommendations from any of the other companies with whom you were employed?—A. Yes, sir. I have here a recommendation from the Sudbury Co-operative Creamery Company Limited, from the manager there.

Q. Would you submit it?—A. Yes, sir. This is to whom it may concern—

Q. What date is that?—A. It is not dated, sir.

Q. Who is it from?—A. From the manager of the Sudbury Co-operative Creamery Limited, Mr. M. H. MacKay.

Q. You were with them how long?—A. I was employed with them in 1924.

Q. And this is a recommendation on your behalf?—A. Yes, sir.

Q. All right, read it?—A.

[Mr. G. T. Jackson.]



THE SUDBURY CO-OPERATIVE CREAMERY COMPANY, LIMITED  
SUDBURY, ONTARIO*To Whom it May Concern:*

This is to certify that Mr. George T. Jackson was employed by this company during the summer of 1924 as buttermaker.

I take pleasure in attesting to his industry and integrity and commend him to any one wishing to secure his services.

He left our employ to return to college.

(Signed) M. H. MacKAY

Q. Will you file that with the committee?—A. Yes, sir.

Q. Would you give us some idea with regard to the nature of your work in the service; and have you any suggestions to offer that might be of use to the committee in connection with your own particular work?—A. I hesitate to make recommendations to the committee, sir.

Q. They can only be your own opinions, and at the same time the committee would like to have them?—A. I do feel that the procedure that we are following now in making unit surveys whereby an investigator has to see everyone is a big improvement over the old plan whereby the investigator only investigated the duties of the people whom the department had recommended. The present procedure ensures that everyone has a fair opportunity for re-classification and more consideration.

Q. That is the investigation within the unit?—A. Yes, sir.

Q. And, in that investigation within the unit, who composes the board?—A. There is no board. The procedure that I particularly follow is that the employee makes out a report of his duties and that is turned over to me and I check the duties with the employee but not with the supervisor or chief of the division with him, but alone. I give the employees every opportunity to add to the statement which they have prepared and which has already been signed by the chief of the branch.

Q. And you interview individually each employee?—A. Yes, sir.

Q. And then you make your report afterwards?—A. Then I discuss the whole organization with the chief of the branch and we agree in general as to the duties of the employees and their responsibilities.

Q. Do you think that is the best way of doing it? What would be your opinion about supplementing the investigation of these positions with a board to be composed of a representative of the commission, a representative from the department and a representative of the employees? Would you consider that good?—A. I think that would be very good afterwards, at the time when the investigator is discussing the matter with the chief of the branch.

Q. Is it a workable suggestion? Would it mean extra cost in the administration of the civil service?—A. It would mean no extra cost in the administration of the civil service.

Q. Is it practicable?—A. That would depend on the employees' representative.

Q. You say it would depend on the employees' representative, why do you say that?—A. If the employees' representative got in there to assure the men and everything was done fairly and that everyone's case received careful consideration, then I think it would be practicable; but if the employees' representative is going back to the employees and give them all the bases on which their request was not granted it might not be practicable.

*By Mr. Cleaver:*

Q. Would you not think that the same objection would apply to the other two members who might be sitting on such a board? Why try to pin all the grief on the one man who is the representative of the employees?—A. Well, the chief of the branch might do the same thing.

*By Mr. Glen:*

Q. But, following on that, in order to protect the rights of the department and the employees there might be an appeal board formed. Have you any suggestions to make along that line?—A. Yes. I think an appeal board might be formed if an employee is not satisfied with the classification the investigator has awarded. In that event I think an appeal board composed of a representative of the Civil Service Commission, a representative of the employees, and a representative of the department would be desirable.

Q. You mean, giving the right to an employee to make an appeal to the board if he is dissatisfied with the rating he has received from the board within the unit?—A. Yes, sir.

*By Mr. MacNeil:*

Q. Mr. Jackson, at the time Mr. Lochnan was first appointed were you charged by the commission to canvass the various departments and secure knowledge of men who might be transferred for certain purposes in the investigation branch of the commission?—A. Mr. Bland and Mr. Stitt had intimated to Mr. Putman, so I understood, that it would be a good idea to endeavour to obtain young clerks in the service who looked as though they had possibilities, and to obtain them on loan if possible and train them in the work, and ultimately to transfer them.

Q. At that time you were in charge of the loans for all departments?—A. Yes, I have been in charge of loans for all departments since it was started.

Q. What was your first contact with Mr. Lochnan?—A. I met Mr. Lochnan outside of the Ottawa Little Theatre.

Q. Had you any knowledge of his services in the Treasury branch?—A. No, sir.

Q. What opportunity did you have to gauge his abilities?—A. Just a general discussion with him. He appeared to me to be the type of man who would meet other people well and who might be able to size up a situation. He had had some statistical experience. I spoke to Mr. Putman about him and told him that I thought here was a man whom I thought might have possibilities. I drew his file and gave it to Mr. Putman, and Mr. Putman spoke to Mr. Foran and the commissioners.

Q. And was authority obtained to arrange for the loan?—A. Mr. Putman advised me to proceed with the loan after he said he had discussed the matter with Mr. Foran, the commissioners and the Comptroller of the Treasury.

Q. You understood that Mr. Putman had sufficient authority to proceed with this?—A. Yes, sir.

Q. You have knowledge of conditions in the Department of Agriculture, Mr. Jackson?—A. Yes, sir.

Q. Do you have any knowledge of the dismissals which occurred in Prince Edward Island for a group of vegetable inspectors in 1935?—A. I know there were men dismissed.

Q. Were the appointments to replace these men under the jurisdiction of the Civil Service Commission?—A. Yes, sir.

Q. And have you knowledge of whether the preference was granted to ex-service men in making those replacements?—A. If the positions were filled by new appointments there would automatically be a preference for ex-service men; if they were filled by promotions, the ex-service preference does not apply to promotions.

[Mr. G. T. Jackson.]

Q. Have you knowledge of the method that was employed to replace the vacancies which occurred?—A. No, I have not.

Q. Is there anything within your knowledge of these conditions, is there anything you think of that might have been done by the commission to ensure that men facing dismissal as these men were might have had the advantage of an inquiry under the Inquiries Act?—A. I am afraid I cannot answer that.

*By Mr. Golding:*

Q. Mr. Jackson, you said there that you met Mr. Lochnan in connection with this Little Theatre?—A. Yes, sir.

Q. That was your first contact with him?—A. Yes, sir.

Q. And he created a very great impression on you?—A. Yes, sir.

Q. There, at that meeting?—A. Yes, sir.

Q. There may have been others in the department just as efficient and just as capable as Mr. Lochnan but you did not have personal contact with them that you had by meeting with this gentleman in that way?—A. No. My instructions were that anyone we came in contact with—and I had been on the look-out for someone for some time; that is, a clerk who would come in and give general assistance in the office. I had not in the other departments seen anyone as yet whom I would recommend as having the same qualifications.

Q. But, do you come in personal contact as you did with this particular person? Now, I do not know anything about the case, but what I am coming at is that you did come in personal contact with this man through your associations there?—A. Yes, sir.

Q. Others might possibly have been just as competent and just as capable, but you did not come into contact with them in the same way?—A. Right.

*By Mr. MacNeil:*

Q. You considered that he had enough personal experience in business and otherwise that he would be suitable? You would be able to take advantage of general conditions and secure information as to capable men?—A. I do say that, if in my regular investigational duties I had met other young men who had looked as if they had possibilities I would have recommended them in the same way.

*By Mr. Golding:*

Q. Yes, I appreciate that; but there is the point, that there may have been someone just as efficient and capable that you did not have the same contact with, do you see what I mean? You met this man in your association with the Drama League; isn't that correct?—A. Yes, sir.

Q. So that there may have been others overlooked for the very reason that you did not have the same contact with them as you did with this boy; that is the position?—A. That is the position.

Q. That is inevitable, is it not, Mr. Jackson?—A. Yes. It is not possible to meet everyone in Ottawa.

MR. GOLDING: I know, but there did seem to be a suspicion, I do not know what grounds there is for it, that in the association in connection with this thing they might possibly get preferred positions.

*By Mr. MacNeil:*

Q. May I take it, Mr. Jackson, that as a result of your personal relationship, the fact of your meeting Mr. Lochnan in connection with the work of the Drama League, did not give Mr. Lochnan any personal advantage?—A. I think if anything it was rather a disadvantage.



Q. His classification was not affected; it was immaterial from the standpoint of the government service whether he was working in the Civil Service Commission or in the office of the comptroller of the treasury?—A. No, it made no difference.

Mr. GOLDING: Don't start to put words in his mouth. The fact is, as he plainly admitted, that he met Mr. Lochnan in his association with the Drama League, and that as a result of this meeting he created a good impression, and the result of that meeting was that he made this recommendation—which I am not complaining about—but the fact still stands out that he had a contact with this gentleman that he possibly did not have with others.

*By Mr. Lacroix:*

Q. Was he regularly qualified for employment in the service?—A. Yes, sir; he had qualified by examination and he was already employed in the government service.

*By Mr. Cleaver:*

Q. Then it is rather obvious, Mr. Jackson, that if it had not been for this association Mr. Lochnan would not have had the opportunity of this change in his position, that is right?—A. That is right.

Q. Now, in view of that, and in view of what Mr. Golding has suggested, would it not be possible to set up a system whereby a worker in the service would not have to be in a place where he would have to rely on a chance meeting in order to get himself a promotion?

Mr. GOLDING: That is just the point.

The WITNESS: May I say this, that several months ago I recommended to the commissioners that we should give special consideration to a great many university graduates, young men and young women, who are in the class of clerk grade 1 at \$720 a year; that we should endeavour to place them in positions in the service in order of merit.

Mr. CLEAVER: Good.

The WITNESS: Where they could be used to the greatest advantage, where their education would be of the greatest advantage, and where the department concerned would get the greatest benefit out of it.

*By Mr. Cleaver:*

Q. Is it not true that in order to accomplish that it would have to be a departmental matter, and that yearly records should be kept of the work of every civil servant?—A. Yes, that is correct, Mr. Cleaver.

Q. Is any machinery in existence whereby that could be attained?—A. I am not familiar with all of the departments. I do not know. In the Post Office Department there are regular annual examinations for the employees in the outside service.

Q. Yes, and if the results of these examinations are adverse to the applicant or to the person who writes them, has he any appeal from these examinations to a board or a committee on which the civil service themselves have representations?—A. I do not know. The postal examinations are held by the Post Office itself to determine the efficiency of their staff.

Q. And even in the Post Office Department, is an annual record kept of the work through the year of each individual employee as has been done in the old country?—A. I do not think so. I am not sure on that point.

[Mr. G. T. Jackson.]

*By Mr. Glen:*

Q. You have no experience with that?—A. No. I do know that they hold case examinations, and examinations on office practice and procedure which are marked by the department themselves.

*By Mr. Cleaver:*

Q. So that under our practice as now existing there could be the element of favouritism creep in, and heads of departments might have what might be termed "pets"?—A. That is possible.

*By Mr. Hartigan:*

Q. Mr. Jackson, I have been rather impressed with your evidence. It is entertaining to the committee in this respect, that it shows that the element of chance creeps in. Now, whether a man is competent or incompetent—I am not saying anything about incompetency at the moment at all—but what strikes me as being far from a normal method of procedure or an ordinary method of procedure is that the element of chance has such an opportunity to plan a man's career in a department which is supposed to be governed by merit and competency on the part of the man above everything else. In your evidence you said that you were investigating the Department of Agriculture, the Post Office Department and the Soldiers' Settlement Board?—A. Yes, sir.

Q. You would have had contacts with a great many people in these departments, wouldn't you?—A. Yes, sir.

Q. Quite a number of them?—A. Yes, sir.

Q. The rather startling thing to me is that chance contact with a man outside of one of those departments altogether actuated you in recommending his appointment—about his appointment I have nothing to say—

MR. GLEN: That is rather in the system, is it not?

MR. HARTIGAN: Take your own opinion. This is up to the committee. Every man has the right to his own opinion.

*By Mr. Hartigan:*

Q. Well now, there was evidence given here by some of the other witnesses that there were 13 investigators in the Civil Service Commission?—A. Not that many, Dr. Hartigan.

MR. SPENCE: It was 8 or 11.

THE CHAIRMAN: Just a minute and I will tell you gentlemen.

*By Mr. Hartigan:*

Q. Be that as it may, what I was going to say was that you were investigating the Post Office Department, the agricultural department, the soldiers' civil re-establishment department, and that was a big part of the re-classification and investigation of the departments during that period of time. Now, what duties would the other men have? Would their time be fully taken up in investigations?—A. There are a great many other departments.

Q. Those are the three large ones, the agricultural, the post office, the soldiers' civil re-establishment?—A. They are large departments.

MR. LACROIX: How many investigators have you?

THE CHAIRMAN: Eleven.

MR. LACROIX: How many French investigators have you?

THE CHAIRMAN: Two.

*By Mr. Lacroix:*

Q. Do you think that is enough?—A. No. There are two at the present time. I think there should be a proportion of French-speaking investigators.

Q. We are one-third of the population and it would be reasonable to expect a similar proportion of French-speaking investigators?—A. That is a reasonable contention.

*By Mr. Hartigan:*

Q. During the period of which you spoke when so many people were let out of the Department of Natural Resources, there were also a great number let out of various departments, especially the Department of Natural Resources?—A. Yes, sir.

Q. Is that right?—A. That is right.

Q. I suppose you have re-established a lot of those?—A. There are quite a number of them who have been re-assigned. There were a number released who were close to sixty-five or have since reached the age of sixty-five.

Q. I speak now of the ones under the age limit, away under the age limit; were there very many of those who were not re-absorbed or re-assigned?—A. I believe there are about 170 at the present time in the dominion.

Q. During the time you were re-assigning those, were there still other entrants to the civil service departments through examination?—A. Yes, sir.

Q. Could you give us an estimate of how many were taken into the service while those people were unassigned?—A. I have not any idea. We are still assigning Interior people.

Q. And still you are conducting examinations for positions within the departments, are you not?—A. Yes. People who were laid off from the Department of the Interior as stenographers, for example, were very quickly re-assigned, because there is quite a demand for stenographers, and as soon as we had re-assigned all those who were laid off as stenographers, it was necessary to return to our regular eligible list. That applies to many positions.

Q. But you were drawing from your eligible list all the time, were you not?—A. The Interior people were given first consideration before the request was submitted to the unit, that is, the eligible lists. It was only after we had certified that there were no people on the lay-off lists qualified in that particular classification.

*By Mr. Cleaver:*

Q. In connection with these 170 employees who were let out during very trying times, have they any board to whom they can appeal if they feel that they have not been justly treated, or are you the final court of appeal?—

A. The Civil Service Commission is the final court of appeal, I believe.

Q. I take it that they accept your recommendation?

*By Mr. Hartigan:*

Q. Mr. Jackson, how many people are there in the civil service in Ottawa to-day as compared with prior to 1935?

The CHAIRMAN: Mr. Putman could answer that question better, Mr. Hartigan. Do you not think that the chief could answer that question better?

Mr. HARTIGAN: I asked him that question but he did not answer it.

*By Mr. Cleaver:*

Q. Do you not think it would be fair, Mr. Jackson, that these 170 employees who were thrown out of employment during a period when it was very difficult for them to get other employment, should have some board or some court of appeal to which they could go if they felt they had been unjustly treated?

[Mr. G. T. Jackson.]



You see, on the strength of your recommendations 170 people who were in the service for years are now out of employment and have not been able to get back into the service; we are all human and all liable to make mistakes; do you not think that a real hardship has been worked on those 170 people?—A. I did not recommend their dismissal, Mr. Cleaver.

Q. No, no, but the responsibility of re-absorbing them has been yours?—A. Yes.

Q. Do you not think that there should be some court of appeal from your decision in that regard?—A. Well, the commission itself has gone out of its way to endeavour to place these men in the service; but you will understand that a man who was laid off as chief clerk with a maximum of \$3,720—

Q. Would be very difficult to place?—A. —and receiving superannuation of probably \$1,600 is a very difficult man to put back into the service, because if he accepts an appointment at any salary his superannuation is discontinued until he leaves the service again. All departments fill their positions by promotions, and it is a very difficult thing to re-assign men who have been laid off in a class such as chief clerk.

Q. Have these men all had the opportunity of accepting demotion in order to get back into the service?—A. We have written to all of them asking what is the minimum salary they would be willing to accept. I may say that the lay-off people have an association, they have formed an association and they have made representations to the commissioners on more than one occasion.

*By Mr. Deachman:*

Q. The treatment there, as far as the civil servants are concerned, would be very much superior to that which was given to other people who were dropped out altogether, as, for instance, on the railways during the time of the depression?—A. Yes.

*By the Chairman:*

Q. Were you ever with the railway department?—A. No, sir.

*By Mr. Hartigan:*

Q. Are the people who were let go and who have not been re-absorbed subject to that ruling; also were there many young people who had not worked a sufficient time to entitle them to receive superannuation?—A. Yes, there were some, but most of the young people who were let out have been re-absorbed.

Q. Are there any of them who have not been re-absorbed?—A. I cannot answer that.

*By Mr. MacNeil:*

Q. Mr. Jackson, at the time you introduced Mr. Lochnan to Mr. Putman, had you knowledge of any young men, university graduates, in the departments under your survey who might be eligible for this appointment or transfer?—A. I did not know of any young men in the departments I was handling getting \$60 a month who were university graduates.

Q. Then you have no feeling that you exercised favouritism on behalf of Mr. Lochnan?—A. No, sir.

Q. Do you consider it to the credit of a civil servant if he displays any initiative in taking part in community or cultural activities?—A. Yes.

*By Mr. Glen:*

Q. Mr. Jackson, can you give us some explanation of your visit to Winnipeg in connection with the drama league and also in connection with your expenses?

*By Mr. Golding:*

Q. Just before that, in connection with the question of Mr. MacNeil, when you go out or start a search for some capable person, would it not be wise, in the first place, to go to the departmental heads and make inquiries of the departmental heads as to whether they have some competent person who could fill that position? I do not want to say anything about myself, but I do speak with some experience in the handling of employees. I have had a good deal of experience handling employees, and I think if my office wanted some particular one that I, myself, would know better than they would the qualifications of each man under me. I think, rather than taking a chance of just happening to meet some person, the departmental heads should be in a position to give you information if you were in search of a person of that kind. Do you think that that would be the proper procedure?—A. That would probably be the proper procedure, except that if a department has a good man they are not going to recommend that they lose him.

Mr. BOULANGER: I was not here at the beginning of the sittings and, for that reason, may I ask a question? I would like to know if it was brought out in evidence that Mr. Lochnan came to the Civil Service Commission as the result of an exchange. The commission had a clerk who was sent to the Finance department and the Finance department sent Mr. Lochnan to the commission to replace this clerk.

The CHAIRMAN: I wanted to come to that point, but my desire was to give an opportunity to all members of the committee to ask questions of the witness before I started to do so. When the members are through, I will ask a few questions of the witness, but I want to give the members the first opportunity.

Mr. BOULANGER: I do not wish to interrupt.

The CHAIRMAN: I was just going to ask some questions about it after the members had finished.

*By Mr. Glen:*

Q. Would you now answer my question, Mr. Jackson? I asked you with regard to your visit to Winnipeg as a member of the drama league.—A. I had a minor part in the play that was chosen by the Ottawa drama league to present in the Dominion Drama Festival at Winnipeg. When they asked me if I could go and take this part, I asked for a week's holiday of the Civil Service Commission, and that was granted. I wrote a memorandum to the secretary, which goes to the commissioners, pointing out that I was going to be in Winnipeg for a week; that my expenses to Winnipeg, while there and returning from Winnipeg, would be paid by the Ottawa Drama League; and that if they had any work that they would like me to do while I was there, I would be glad to do it; that, in addition, I felt that I should go to Morden and to Brandon, Manitoba, where they have experimental farms, and, at the latter place, an entomological branch, and see the staff there because we rarely get opportunities on account of finances to go to points outside of Ottawa to carry on investigations and determine the actual duties of employees. And I suggested that if that required that I stay longer than the week in Winnipeg the commission might pay my expenses from Winnipeg to Brandon and to Morden and back to Winnipeg. And they agreed to that.

While I was in Winnipeg I held an examination for caretaker during my holiday time, and I carried on investigations every day but one into the staffs in the Department of Agriculture in Winnipeg. That is charged to holidays, and at no expense to the Civil Service Commission.

Following the memorandum, however, there was some difficulty about a fruit and vegetable inspector competition in Edmonton, and the chief examiner, Mr. Nelson, recommended that I go to Edmonton and later to Calgary for the

[Mr. G. T. Jackson.]

fruit and vegetable inspector examination in Calgary. So that my expenses from Winnipeg to Calgary, Edmonton—and I went to Lethbridge to see the experimental farm there and the staff of the entomological branch—and back to Saskatoon and Regina were paid by the government.

Q. The Drama League was not officiating at any of these places, Calgary, Edmonton or Lethbridge?—A. No, sir.

Mr. CLEAVER: That is fair enough.

The CHAIRMAN: Are you through, gentlemen? Have you any questions to ask, Mr. Golding?

Mr. GOLDING: No, I do not think so. This thing kind of worries me in connection with the merit system.

*By Mr. Golding:*

Q. You tell me that the department heads, if they had a good man, would not want to see him taken out of their department?—A. I think that would be the tendency.

Q. What happened then when you suggested that this young man be taken out?—A. Mr. Putman, I understand, phoned the comptroller of the treasury and he told Mr. Putman they were very anxious to keep him; that probably we could use him to better advantage than they could, and so they were prepared to let him come on loan.

Q. Do you not think that would happen in every case where they saw that a man could be used to better advantage—the departmental heads would be glad to have him transferred? You do not mean to contend now that regardless of whether it would be better in the interests of the service as a whole that a man should be transferred, the departmental heads would object?—A. No. I think in general departmental heads are very reasonable, but when they do find a good man they are inclined to want to keep him.

Q. I think the point you want to make in this connection is that perhaps this was a special case, that he had qualifications that would warrant him getting far more than he was getting, \$60 a month, and that there were not so many of that class in any department?—A. There are not so many university graduates at \$60 a month in the government service.

The CHAIRMAN: Just on that—

Mr. GOLDING: I just want to try to justify this from the angle of the merit system.

The WITNESS: May I point out, Mr. Chairman, that Mr. Lochnan is in the organization branch as a temporary clerk. Before he can obtain any advantage he will have to be made permanent, and that is subject to the treasury board ruling of 80-20 per cent; and there are other grade 1 clerks in the organization branch who have more seniority than Mr. Lochnan has and if there was any question of promotion they would certainly receive consideration.

Mr. GOLDING: That is the point I have in mind. I am not so clear on the whole thing.

The CHAIRMAN: May I ask some questions and afterwards you may come back, but I have given the members an opportunity to ask all the questions they wanted to ask in order that I might ask a certain line of questions myself.

*By the Chairman:*

Q. You went to Winnipeg for the drama league, Mr. Jackson?—A. Yes, sir.

Q. When did you leave?—A. May.

Q. In the middle of May?—A. I think it was the 14th of May.

Q. When did you come back?—A. June, a week ago yesterday.

Q. A week ago yesterday?—A. It was Tuesday.



Q. You came on Monday?—A. I arrived here Tuesday morning at 6.15.

Q. Did you receive a wire from anybody in the commission to come back to Ottawa?—A. No, sir.

Q. Were you notified in any way to come back to Ottawa by the commission?—A. No, sir.

Q. Is it to your knowledge that in 1930 there were numerous bilingual propagandists in the Department of Agriculture who were set back or discharged in the province of Quebec?—A. 1933?

Q. Yes, in 1933.—A. There were in the livestock branch of the Department of Agriculture.

Q. They were looking after stock?—A. Yes. In 1933 the livestock branch of the Department of Agriculture was re-organized and there were men released throughout the dominion at that time.

Q. But particularly bilingual men in the province of Quebec?—A. There were men released from every province.

Q. I know, but I ask you the question if bilingual propagandists were released in the province of Quebec?—A. There were men released who were bilingual in the province of Quebec, Mr. Pouliot.

Q. Approximately how many?—A. I cannot answer that.

Q. There was quite a number—a dozen?—A. I would not like to say definitely; probably a dozen.

Q. And is it to your knowledge that there were numerous protests from these people and others on account of the fact that those bilingual men were replaced by other men who were not bilingual?—A. No. I was not aware of that.

Q. You had nothing to do with the release of these men?—A. No, sir.

Q. Was it done under the authority of the department?—A. The commission has to take part in any re-organizations because we have to make the necessary recommendations to the governor in council.

*By Mr. Boulanger:*

Q. You did the re-organization of that branch?—A. I worked with the department.

Q. And as a result men were released?

*By the Chairman:*

Q. At pages 493 and 494 of the report you mentioned Mr. Barton and 20 odd other members of the Department of Agriculture with whom you have to deal?—A. Yes, sir.

Q. Is it not a fact that the man you see most often is Mr. Barton, the deputy head?—A. No, sir, I do not see him oftener than anyone else.

Q. You see each of them in turn?—A. I see them when we receive a request for any change in the organization of the department; that is, an additional temporary employee. I go to the chief of the division or branch concerned to determine the need for that additional position before I recommend it.

Q. You do not go to the deputy head?—A. No, sir.

Q. On what occasions do you meet the deputy head?—A. Usually if the chief of a division and I do not agree, we go to the deputy head.

Q. He is a kind of referee in such instances?—A. In such instances, yes, sir.

Q. And you abide by his views?—A. Not necessarily. I am trying to get the complete story from the department before I make my recommendations to the commissioners. I am not responsible to Dr. Barton, sir, I am responsible to the—

Q. Yes, but there you are; you are two—yourself and the chief of the branch in the Department of Agriculture for any case of that kind.—A. Yes, sir.

[Mr. G. T. Jackson.]

Q. If you do not agree you go to Mr. Barton?—A. Yes.

Q. And you ask for his views and you do not always concur in his views.  
—A. No, sir.

Q. And when there is a tie between you and the agricultural official, what happens?—A. The deputy minister, in the first instance, must have made the recommendation for the change, and it is therefore his responsibility. He has not as intimate a knowledge of the needs of the individual branches as the immediate branch head.

Q. Well, I will tell you, Mr. Jackson, I find it a little strong, for you yourself admit that you are a graduate of Guelph and Toronto but you specialized mostly in the dairy business. Your experience was only in the dairy business, except for some investigating work done for some company. Is that not a fact? Your past experience before you entered the service was mostly in the dairy business?—A. I had had quite a lot of general farming experience.

Q. You took charge of a herd. Was it cattle or sheep?—A. A pure-bred herd of dairy cattle.

Q. It was still in the dairy line?—A. Yes.

Q. Therefore, Mr. Jackson, you will have to admit, according to the statement that is on file with your recommendations, your past experience, before you entered the service was mostly in the dairy business?—A. Yes.

Q. Here is the deputy head of a department who has to write reports on all branches and personnel. Since you have been in charge of the Department of Agriculture have you read all the reports that were submitted by the chiefs to the deputy head regarding their branches?—A. You mean the annual reports that are submitted?

Q. No; I mean the reports of the chiefs of branches to the deputy head of the department to inform him about the work of his department.—A. I have a copy of the reports that were prepared when Dr. Barton first came into the department.

Q. Which is several years ago?—A. Yes, sir.

Q. Now, here is a deputy head in charge of the department under the minister.—A. Yes.

Q. And there are sub-chiefs and chiefs in the Department of Agriculture.  
—A. Yes.

Q. The sub-chiefs get in touch with the chiefs and the chiefs report directly to the deputy head?—A. Yes, sir.

Q. Therefore the deputy head must have considerable knowledge of what is going on in the branch?—A. Yes, sir.

Q. Do you contend now that they have more knowledge of what is going on in any branch than the deputy head has on account of these numerous reports, and I asked you if you read all these reports, as the deputy minister must have done, that were sent to him by the chiefs of branches?—A. The only reports that come to me are the recommendations of the chiefs of the branches to the deputy head concerning additional positions or changes in organization. In this instance, copies of the reports are forwarded to the Civil Service Commission.

Q. The reports that you read refer only to single individuals. Is not that a fact?—A. Or general organization, or changes in complete organization of the branch.

Q. Which occurs very seldom, you will admit?—A. Yes.

Q. An annual change of that type generally in the department?—A. It changes fairly often, sir.

Q. Minor changes; but major changes do not occur every year?—A. No.

Q. Therefore you are called into the picture when there are special cases that occur with regard to organization of the department, or reclassification of the employees?—A. I come into the picture in connection with every change, every additional position or any change in organization.

Q. Now, the reports regarding the working of each branch do not reach you?—A. No, sir.

Q. And therefore, Mr. Jackson, you will have to admit again that on account of the fact that these reports are submitted several times during the year to the deputy head, he must have a particular knowledge of the department and of each branch's general lines that you cannot possibly have, and that no outsider can possibly have?—A. Yes, I agree that he knows more about the work of the particular branch than I may know; but he does not know the work of the particular individual within the branch, the office boy and the clerks and so on, as well as I do, because I have talked to these people, investigated their duties, sat down beside them and gone over their work with them, and the deputy minister has not time to do that.

Q. I know very well that the deputy head has not the time to interview every one of the department as there are probably thousands of people working in there. In the Department of Agriculture in Ottawa there must be 1,000 or 2,000 people.—A. If you include the Central Experimental Farm, well over 1,000.

Q. It is humanly impossible for the deputy head to interview all these people even each month.—A. Yes.

Q. I admit that, but on the other hand, to judge the particular work of one man you must have a general knowledge of what is being done in that branch.—A. Yes, sir.

Q. And therefore two things must be considered, the actual work of one man, considering the man himself, and the actual work of that man with regard to the work of the whole branch. Is not that a fact?—A. That is correct, sir.

Q. And if you interview a stenographer or a clerk, how can you judge their work?—A. We judge their work because we do interview everyone of that branch, and so we are familiar with the work of every employee in that unit, dealing with that particular phase of the work of the department.

Q. How long does it last?—A. An interview?

Q. Yes, on the average.—A. Well, that varies from twenty minutes to possibly two hours with each employee.

Q. It is impossible for you to take two hours with each one?—A. I take all the time that the employee wishes to take.

Q. How do you proceed? I find it most important, gentlemen. Suppose A is a clerk and B is a typist and C is a stenographer, how do you proceed with them? Do you make them work in front of you?—A. I discuss their duties with them. They show me, if it is stenographic work, the type of work they are doing, whether they are taking dictation and writing a certain type of letter, or whether they are handling letters without dictation, and if so what types of letters—

Q. You take their word for it?—A. They show me their letters.

Q. Are they informed of your visit ahead?—A. Not usually. The statement of the employee's duties has already been made by the employee and signed by the employee and signed by the chief who agrees that the statement of duties is correct before it comes to me at all to be rechecked.

Q. Now, Mr. Jackson, you have been in the Department of Agriculture as an investigator of the Civil Service Commission for several years, since 1929, about nine years.—A. About 1931, sir.

Q. Since 1931. That is seven years. During that period did you have an opportunity to meet each employee of the department?—A. Each employee at Ottawa with the exception—

Q. I do not mean the whole service. Outside the Experimental Farm, have you had an opportunity to meet all the employees in the Confederation building, and other buildings if there are any in the city of Ottawa or neighbourhood?—A. I believe that I have talked to every employee of the department in the

[Mr. G. T. Jackson.]



Confederation building, and to a good percentage of the employees at the Central Experimental Farm.

Q. And did you do the same with the employees of the Post Office Department?—A. Yes.

Q. Here in Ottawa?—A. Yes.

Q. How many are there?—A. I am not responsible for the financial branch; that is handled by Mr. Boutin, I think.

Q. I mean, how many are there?—A. About 500, I think, sir.

Q. Therefore there are 1,500 employees that come under you with regard to Civil Service Commission work?—A. That may be, approximately.

Q. Approximately.

Mr. HARTIGAN: What about the Soldiers' Settlement Board?

The CHAIRMAN: That is an old story, nearly finished.

Mr. HARTIGAN: It is under him as well.

*By the Chairman:*

Q. How many are there in the Soldiers' Settlement Board?—A. Not more than 50 in Ottawa.

Q. 1,550 approximately you look after?—A. Yes.

Q. How many of them hold positions superior to clerk grade 1 and clerk grade 2, stenographer grade 1 and typist grade 1, let us say, two-thirds?—A. Yes, it would be more than that.

Q. Let us say three-quarters?—A. Yes, I think probably it would be.

Q. Therefore, one-quarter of 1,550 is approximately 400 people?—A. Yes.

Q. Of those 400 people whose work you had seen in the Department of Agriculture and in the Post Office Department, there was not one who had the possibility and capacity, competence and experience of Mr. Lochnan?—A. I would not say that, sir.

Q. That is what you said before. You said that you did not know anyone who offered such possibilities as Mr. Lochnan.—A. Being a university graduate.

Mr. MACNEIL: In that grade.

*By the Chairman:*

Q. Do you think that it is essential for Mr. Lochnan to be a university graduate to do the job that he does now?—A. No, sir, but it is a considerable advantage to us.

Q. What is the advantage to you; is it to pay a B.A. \$60 a month and boast of it?—A. No.

Q. Commissioner Stitt said it was a great advantage and you said it was an advantage to the commission to have a B.A. working for \$60 a month, which is \$2 a day. You said that and Mr. Stitt said that. Do you repeat that again, Mr. Jackson.

Mr. MACNEIL: Training.

The CHAIRMAN: Training. They said it was a great advantage to the service to have a B.A. working for \$60 a month. It was said by a commissioner and repeated by Mr. Jackson.

Mr. CLEAVER: Would not that be looking to the long term view, looking to the fact that this chap would merit advancement and when he merited advancement he would have the educational capacity?

The CHAIRMAN: Mr. Cleaver, that is a possibility. Of course, we must not judge a man by his possibilities but by his past experience.

Mr. HARTIGAN: I know a B.A. would be an asset to him. You will have to admit that.

The CHAIRMAN: It is a possible asset.

Mr. HARTIGAN: No, it is an asset.

The CHAIRMAN: Not an actual asset.

Mr. Hartigan: Yes.

The CHAIRMAN: If he were receiving—

Mr. HARTIGAN: You surely do not mean to imply that education is not a definite asset to a man in any walk of life to-day?

The CHAIRMAN: If it is, it is not an actual asset, because he is not paid for it.

Mr. HARTIGAN: That is not his fault, that he is not paid for it; but it is an asset.

The CHAIRMAN: The commission is boasting of it.

Mr. MACNEIL: Where did the commission boast of it? Is there anything on the record showing that they boasted of it?

The CHAIRMAN: Mr. Stitt said that it was a great advantage to the commission to have him at \$60 a month and Mr. Jackson just said the same thing a moment ago, and if that is not boasting, I do not know what it is.

Mr. DEACHMAN: Mr. Chairman, Napoleon's soldiers—

The CHAIRMAN: I will tell you, Mr. Deachman, I will be very thankful to you to give me a little chance to proceed before you ask a question. If you want to ask a question I will stop right now. I want to be fair to members, but I am trying to carry on an argument by asking questions, and I cannot do so if everybody interrupts me.

Mr. CLEAVER: I apologize.

The CHAIRMAN: I shall stop and ask you if you have any further questions to ask the witness.

Mr. DEACHMAN: Mine is a very simple question. I was going to ask you, is it not true that every soldier in the army of Napoleon was supposed to have had a marshall's baton in his knapsack?

The CHAIRMAN: Yes.

Mr. DEACHMAN: It would not be to his disadvantage if that soldier had attended the Ecole de Guerre.

The CHAIRMAN: I will come to that in a moment.

Mr. DEACHMAN: Quite.

The CHAIRMAN: That is the same as Mr. Boulanger's point; but you are too quick, gentlemen; you always want to go ahead and it takes some time to ask questions. It is most difficult to ask them when we cannot follow the thoughts in the mind.

*By Mr. Lacroix:*

Q. How many of these 1,500 people you were talking about a moment ago had B.A.s?—A. I do not know. There might be a few stenographers. I do not know of any men in this 1,500 who are university graduates.

Q. Cannot you give an average?—A. No. As far as I know there are none among that group of grade 1 clerks and stenographers—Oh, I am sorry, I misunderstood your question. Of the 1,500 employees—

Q. How many are B.A.s?—A. In the 1,500?

Q. Yes.

*By the Chairman:*

Q. In the one-quarter, including clerks grade 1 and so on?—A. I do not know of any employees in the Post Office Department, in the Department of Agriculture, who are grade 1 clerks or stenographers with the possible exception

[Mr. G. T. Jackson.]

of a few stenographers who have a B.A. There might be some in those appointed recently, because our recent competitions are getting B.A.s and other university graduates because they cannot receive other employment.

Q. Now, Mr. Jackson, did you see Mr. Lochnan at work before he got into the commission?—A. No, sir.

Q. Therefore, how could you find out that he was such an agreeable young man?—A. The only thing that appealed to me was his manner, and I asked Mr. Putman to have a talk with him and to determine his ability.

Q. Is it necessary to have a manicure every day and a singe and a massage—

Mr. MACNEIL: Mr. Chairman, I hesitate to interrupt your examination, sir; but however much I may admire your work you are our chairman and you make certain statements, but I cannot allow you as our chairman the right to make my decision for me. Sometimes your statements are equivalent to findings on evidence, and it creates the impression the committee is in entire concurrence with you; and I ask you to have that deference to our opinions—

The CHAIRMAN: There is nothing wrong with that, Mr. MacNeil, and you know that. He may answer yes or no. On the other hand, if any member objects to any of my questions I will drop it at once. I want to have some information, and that is all. What surprises me is that Mr. Jackson has seen 400 people the same class as Mr. Lochnan at work. He never saw Mr. Lochnan at work, and he picked him.

*By the Chairman:*

Q. How did you find that he had such engaging manners?—A. By general discussion with him, sir.

Q. Where?—A. In the Ottawa Drama League.

Q. Are not Mr. Hughes, Mr. Treble and Mr. Whitfield of the organization branch also members of the Ottawa Drama League?—A. I am not sure about Mr. Treble, I know Mr. Hughes and Mr. Whitfield, I believe are members. There are a number of members of the commission, Miss Saunders, Miss Inglis and others who are members of the Ottawa Drama League.

Q. There is a large number of persons in the civil service who belong to the Ottawa Drama League.

Mr. BOULANGER: Are they good actors?

*By the Chairman:*

Q. Did that conversation happen back-stage or coming back from the theatre, or did it happen actually at the theatre, or going there?—A. It happened at the theatre, sir.

Q. What did you mean by such "manners"? You said that his manners pleased you. What did you mean by that?—A. Well, I discussed matters in general, conditions in general with him, nothing pertaining to the civil service, and he seemed to have a bright mind.

*By Mr. MacNeil:*

Q. You discovered he was a graduate?—A. No, I did not know he was a graduate until later—yes, I am sorry, I did. I did ask him what his education was.

The CHAIRMAN: Mr. MacNeil, I will ask you now to give me a chance.

Mr. MACNEIL: I apologize.

The CHAIRMAN: I am asking questions of the witness, and you are asking him a leading question. I dislike that. I will not ask him any questions if you want to ask him questions. I said I would give you a chance. I asked you all if you were through, and I did not say anything to Mr. Lacroix because his



question was not a leading question; but I strongly object to a leading question being asked by any member of the committee. When I was asking a question of the witness another one of the members jumped in and asked a leading question.

Mr. MACNEIL: I accept the reproof.

Mr. SPENCE: We are all willing to let you go ahead. Proceed now.

The CHAIRMAN: I know that, but I want to give you the first chance.

Mr. SPENCE: You cannot think of everything at the one time; one question brings on another.

The CHAIRMAN: The witness said "no" and after, he said "yes." You will bear that in mind when you come to deal with that part of his evidence. He said "no" at first and afterwards said "yes" to the question of Mr. MacNeil. You all heard it. I leave it with you to decide upon the credibility of the witness.

Mr. GLEN: With your experience in courts have you never heard of a witness making a statement and then on some reflection saying, I am wrong in saying that; and then make a correction? I think you should not forget that on many occasions the qualification of an answer is necessary, but I do not think that where that is done, as it was in this case, it should be taken as affecting the credibility of a witness.

The CHAIRMAN: If that is your re-action, that is all right.

Mr. GLEN: Mr. Chairman, I know very well, and hundreds of times you must have seen it, that it is not at all an unusual thing for a witness having made an answer on further recollection to realize that what he said was not entirely right and to supplement it with a correction. The only thought the witness has in mind is to be absolutely truthful. This witness made an answer and immediately afterwards said, no, I am wrong; and he corrected that answer. Surely without impugning the credibility of the witness, this is not the first case in which a witness has made an answer without a proper understanding of what it involved.

Mr. HARTIGAN: I think there is a misunderstanding to this extent, that some of the members may think that you are persecuting this witness.

The CHAIRMAN: Oh, no, I am not. I am listening for the truth and I want the truth.

Mr. HARTIGAN: You are not persecuting Mr. Lochnan at all.

The CHAIRMAN: I am not persecuting either Mr. Lochnan, Mr. Jackson nor anyone else.

Mr. HARTIGAN: You are just looking to bring out the evidence, that there might be an element of chance; isn't that the idea?

The CHAIRMAN: If I gave only one side of the picture it would be different—

Mr. SPENCE: Mr. Chairman, go ahead.

*By the Chairman:*

Q. Now, Mr. Jackson, what do you mean by the matters that struck you and inclined you to have him in the Civil Service Commission, if you did not know anything about his personal capacity for work yourself? What did you know about his personal capacity for work? Did you know anything about his actual work before hand?—A. My recommendation to Mr. Putman was that he looked as though he had possibilities, and I left his file with Mr. Putman to peruse and make necessary enquiries.

Q. Yes, but you know that the possibilities of a civil servant must be based on his record?—A. Certainly, his record was checked before he even knew that we were considering him.

[Mr. G. T. Jackson.]

Q. Well, you said, Mr. Jackson, that you knew nothing about his work, the way he had done his work before. It was foreshortened, and not in departments under your jurisdiction. And then you saw possibilities for him in one special line, to help you make investigations in the Department of Agriculture and in the Post Office Department; is that not a fact?—A. I saw possibilities within him to help me gather statistical information which I had to gather and which takes a lot of my time which a well-educated young clerk can do just as well and give me more time on more difficult work.

Q. Take his own pedigree in his own hand; you know that he was in the statistics department as an office boy when he was very young. You know that now?—A. Yes, sir.

Q. Do you think that it is fair of me to state—On May 29th, 1936 he was 22 years of age. And he says here, he was in the Bureau of Statistics from July to September of 1931. At that time he was 17 years old. He was in the Department of Trade and Commerce in the position of office boy. This was at the time of the decennial census, and it gave him an opportunity of acquainting himself very thoroughly with the examination of statistics. He says, I have since been enabled to add to that knowledge during a course in statistical methods at college and during the past year have been giving considerable time to the methods employed in the Dominion Bureau of Statistics. Now, do you think that any boy of 17 at the time he was an office boy there, could gather any knowledge of statistics by being three months in the bureau?—A. He would probably only know how statistics are gathered from handling the files, that is all.

Q. I know; but usually office boys are used for errands and things like that, and they have very little opportunity to study the inside work of the department when their work is outside.—A. Yes, sir, except that in addition to that he was doing clerical work in certain of the departments.

Q. And in fact how could it be a reason for you to know of his ability when you say that you had not discussed these matters before he got into the Civil Service Commission. Was that true?—A. I discussed his education and where he had worked before he came to the Civil Service Commission. I spoke to Mr. Putman about him and gave him his file, and Lochnans file would contain his record of service.

Q. Yes?—A. Mr. Putman 'phoned the Comptroller of the Treasury and discussed the case and said he would like to have contact with this young man with the possibility that we might be able to use him in our office.

Q. When did you meet him at the Ottawa Little Theatre for the first time?—A. I could not answer that.

Q. Was it this year or last year?—A. It was in 1937.

Q. In 1937, yes. At the end of the year, after the summer, in the fall?—A. Yes, in the fall.

Q. And it was after that that you broached the matter to Mr. Putman, on the 3rd of November, 1937.—A. No, sir. I could not have. I did not bring the matter to Mr. Putman's attention. I did not even speak to Mr. Putman about him until February or March of 1938.

Q. Did you speak to Mr. Bland about him?—A. No, sir.

Q. Will you please pass this file of Mr. Lochnan's to Mr. Jackson. When Mr. Bland asked for these files on the 10th of November last you did not speak to him about Mr. Lochnan, about his transfer from the Department of Finance?—A. Do you mind if I look through the file for a moment?

Q. Yes, you may.—A. I should be glad to give you that information. The file did not go to Mr. Bland in November.

Q. It is "C.B." there on that isn't it?—A. The file was charged to the organization branch in connection with the extension of his position in the office of the Comptroller of the Treasury in November.

Q. In November?—A. And that is passed by our clerks who handle extensions.

Q. Yes; and whose initials are "C.B." there?—A. That is a girl down in the central registry who charges the files to a Mr. McNaughton, the examiner.

Q. It was just a routine matter?—A. Yes, sir.

Q. I am very glad you said that. I thought these initials had reference to Mr. Bland?—A. No, sir.

Q. Now, you had it on the 4th of February, 1938?—A. Yes, that is correct.

Q. Was that the first time that you knew too about Mr. Lochnan's record in the service?—A. Except in discussing with him his education and where he had worked, that is the only information I had.

Q. Yes, but actual knowledge of his record was naturally in his file?—A. Yes, sir.

Q. And you got it early in February last?—A. Yes, sir.

Q. And at that time he was not under you in any of the departments which you investigated?—A. No, sir.

Q. Well now, how did he get into the Civil Service Commission and when? A. I spoke to Mr. Putman about him and gave him this file apparently in February, because I drew the file for Mr. Putman on the 4th of February. But not at Mr. Putman's request.

Q. Did Mr. Putman ask you for Mr. Locknan before you spoke to him about it, or was it the reverse?—A. I spoke to Mr. Putman about him.

Q. First?—A. First; and I said I will get his file for you and you can look it over; and I drew his file and gave it to Mr. Putman. Mr. Putman subsequently, at some time—I do not know when—spoke to Mr. Foran, Mr. Bland and Mr. Stitt, I believe; and then 'phone the Comptroller of the Treasury, and some time later said to me, "The commissioners are agreeable, Mr. Foran is agreeable."

Q. Mr. Foran was agreeable; therefore, Mr. Foran was talked to about it?—A. Mr. Putman told me that, sir; I was not present when he spoke to him. I am only repeating what Mr. Putman said to me.

The CHAIRMAN: Yes.

*By Mr. Lacroix:*

Q. You did not speak to Mr. Putman about it, you referred it to the commissioners, did you?—A. I did not speak to any of the commissioners. Mr. Putman spoke to the secretary and to the commissioners.

Q. It was not you?—A. It was not me.

Q. Oh, I see.—A. I left the matter entirely in Mr. Putman's hands from the moment I left the file with him.

Mr. LACROIX: Mr. Putman did not talk to the three commissioners.

The CHAIRMAN: Not to your knowledge?

The WITNESS: Not to my knowledge.

*By the Chairman:*

Q. You did not talk to any of the commissioners, you did talk to your chief?—A. Yes, sir.

Q. And, on what date did Mr. Lochnan get into the commission?—A. I could not give you the exact date, I think it was about the 16th or 17th of March.

Q. In the middle of March?—A. Yes, sir.

Q. Will you please look at your report, your report is dated— —A. Yes, it is dated April 2nd.

Q. What is the date of the report?—A. My report is dated April 2. I believe I saw—my first report is dated April 2.

[Mr. G. T. Jackson.]



Q. April 2?—A. Yes, sir.

Q. And in that report did you say he has been there for a month and a half?—A. He had been there about 15 days at that time.

Q. Fifteen days only?—A. I did not say that, because as far as I was aware the commission knew that he was there.

Q. What do you mean by "commission"; your chief or Mr. Foran?—A. Mr. Putman, Mr. Foran and the commissioners.

Q. Well, Mr. Bland said that he knew of it only 15 days or perhaps three weeks or perhaps a month after he was there. Mr. Bland was very clear on not knowing the fact that he was there for at least fifteen days?—A. Mr. Chairman, I am only talking about what Mr. Putman told me.

Q. Now, what you say is this; you repeat what Mr. Putman told you?—A. Yes, sir.

Q. And it is not your actual knowledge that any of the commissioners knew of his entrance into the Civil Service Commission at the time he did?—A. It is not to my knowledge that they knew or did not know.

Q. The only thing you know is your conversation with Mr. Putman?—A. Yes, sir.

Q. Did you speak to Mr. Foran about Mr. Lochnan?—A. Yes, sir.

Q. You spoke to Mr. Foran?—A. Yes, sir, after Mr. Putman told me it was all right to bring Lochnan up on trial.

Q. Yes, and Mr. Foran gave you instructions to bring him in?—A. The arrangement with the Comptroller of the Treasury was that they would let Mr. Lochnan come on trial to us if we gave them a clerk to replace him.

Q. Do you know anything personally about the arrangements with the Comptroller of the Treasury? Did you get in touch with the Comptroller of the Treasury?—A. No, sir.

Q. Or, were you in Mr. Putman's office when he got in touch with Mr. Sellars, or Mr. Ronson?—A. I was in Mr. Putman's office on one occasion when he 'phoned the Comptroller of the Treasury, but I do not know when.

Q. Mr. Foran?—A. No, Mr. Putman.

Q. Yes; did Mr. Putman get in touch with the Comptroller of the Treasury on the day you were in his office?—A. No, sir.

Q. What did Mr. Foran tell you when you said that you had spoken to Mr. Putman about Mr. Lochnan's getting into the Civil Service Commission?—A. Mr. Foran signed the request for a clerk which we were to provide for the Comptroller of the Treasury to replace Mr. Lochnan.

Q. He signed the request?—A. Yes, sir.

Q. Why is it not on the file?—A. It is on the file of the man who replaced Mr. Lochnan.

Q. Was that request approved by the board?—A. No, sir, signed by the secretary.

Q. Yes. Will you tell us frankly, Mr. Jackson, according to your experience of 9 years with the Civil Service Commission, if everything is not recommended by Mr. Foran, has to be recommended by Mr. Foran, before it is passed by the board?—A. He may submit the matter for decision, but he does not necessarily have to recommend everything; but the recommendations of the organization branch in all matters are submitted to Mr. Foran for his approval.

Q. And when Mr. Foran does not approve of them do they go to the commissioners just the same, or do they stay there? Now, you are under oath?—A. I cannot answer that, sir,

Q. I know; but from the knowledge of the files that you have perused—you see, you have the case of one man, "A," or "B," or "C," and you make a recommendation to your chief; your chief submits your recommendation to Mr. Foran, it goes direct to Mr. Foran, not to the board?—A. That is right, sir.

Q. Therefore, at that moment Mr. Foran says, "Yes"; and if he does that it goes to the board, "recommended—W.F." It goes to the board.—A. Yes, sir.

Q. And usually it is approved by the board, as your chief, Mr. Putman, states. Mr. Putman said that there was a proportion of possibly one or two per cent of cases where the suggestions or recommendations of his branch were changed by the board. Do you know anything about that?—A. No, sir.

Q. Not even for your own department?—A. I know in connection with my department that the board have made recommendations not in accordance with my recommendations.

Q. But very seldom?—A. Very seldom.

Q. Yes; and your recommendations were given to the board through your chief in the first place; and in the second place through Mr. Foran?—A. That is the procedure, yes.

Q. And regarding your actual knowledge, were any of your recommendations turned down by Mr. Foran in the first place?—A. I am not aware of any, sir; I would not like to make a definite answer on that.

Q. Yes. I do not want you to say anything that you know by hearsay. I want you to state any facts that are to our own personal knowledge?—A. I am aware of no cases that Mr. Foran has refused. He may have referred them back for further information, or he may have disagreed with them; but I am not aware of any that he actually refused.

Q. Yes; therefore in the cases where Mr. Foran did not agree with you instead of sending your suggestions or recommendations to the board he sends it back to you?—A. To Mr. Putman.

Q. To your chief?—A. Yes, sir.

Q. Asking you to reconsider it?—A. Mr. Foran may on occasion put his own remark on a recommendation and then submit it for decision to the board. I am aware that he has done that on occasion.

Q. But seldom. At times he has returned your recommendation to your branch asking you to revise them, without any authority from the board to do so; or under the general unwritten arrangement to the effect that he is all-powerful over there. I want to make myself clear with regard to that question. You send the recommendation to your chief. Your chief approves it, sends it to Mr. Foran, and that is the regular channel?—A. Yes.

Q. And Mr. Foran does not see these things with the same eye, and he may return it to you through the usual procedure, with his own suggestions, and when your own suggestion has not been submitted before to the board.—A. I want to find cases before I can agree with that statement, Mr. Chairman.

Q. You are not sure about it, but it may be possible?—A. It is possible, I would think, but I have not any actual case in mind that would confirm it.

Q. I understand. We shall adjourn now, gentlemen, to meet this afternoon at 4 o'clock.

The committee adjourned at 1.05 p.m. to meet this day at 4 p.m.

---

## AFTERNOON SESSION

The CHAIRMAN: Order, gentlemen. I have just seen Mr. Nelson, the chief of the examination branch, and I have asked him to prepare a statement of the men on the examiner's staff and so on. It will save a lot of time and permit us to proceed with the organization branch. Then we shall have Mr. Nelson for perhaps one sitting, and it will give us a complete survey of the examination branch. Are you agreeable to that? Copies of the statement will be made in

[Mr. G. T. Jackson.]

stencil form and distributed to each member in due course before Mr. Nelson comes again as a witness. I told him that we did not need him in the meantime and he could proceed with the work in his office.

Mr. Jackson, will you come forward?

G. T. JACKSON, recalled.

*By the Chairman:*

Q. Mr. Jackson, with regard to the bilingual propagandists, was it Mr. Barton or yourself who suggested that they should be released in the province of Quebec in particular?—A. I had nothing to do with the release of the employees, Mr. Chairman.

Q. Did the suggestion come from the deputy head or from the organization branch?—A. The suggestion did not come from the organization branch.

Q. Therefore the suggestion did not come from you?—A. No, sir.

Q. It came from the chief, Mr. Putman?—A. No, not from Mr. Putman either.

Q. Who made that suggestion to the department?—A. There was no suggestion made, sir, that the livestock field-men in the Department of Agriculture in Quebec should be released.

Q. But in fact they were released?—A. Yes, sir, they were released.

Q. How were they released?—A. The minister at that time, apparently carrying out the decision of the government to reduce costs where possible, felt that some changes should be made in the livestock branch. We were asked to work in co-operation with the Department of Agriculture, the Live Stock branch, to survey and to make a report.

Q. Therefore, the initiative came from the minister who conveyed it to his deputy head?—A. I would expect so.

Q. And then he immediately got in touch with your organization branch?—A. Yes, sir.

Q. Your organization branch did not suggest that idea in the first place to the department?—A. Not to reduce the number of live stock field men in Quebec, no sir.

Q. Yes; and personally do you know of any protest made in that connection?—A. No, sir. I do not.

Q. It is apparently a departmental business?—A. If there were protests made, as far as I am aware, none came to the commission. They may have gone to the department.

Q. Apparently it was departmental business to the extent that your branch was not informed officially?—A. Not if there were protests, no, sir.

Q. No; in other words, you contributed to that thing at the request of the department and after your work was done you did not know personally how it was thought of in the province?—A. No, sir.

Q. With regard to your trip to Winnipeg and the inspection that you made there, Mr. Daly went there before you?—A. Yes, sir. He was in the west before I went west.

Q. Mr. Daly of the examination branch?—A. Yes, he is in charge of the English commercial section of the examination branch.

Q. Yes; what would he be doing there at that time?—A. I am not entirely aware of what he was doing, but I believe he was holding oral examinations for postal employees at various centres in western Canada.

Q. And did the business that you had to deal with in the west have anything to do with the Post Office Department? Did you carry on any post office work while you were in the west?—A. I made one investigation of the duties of an employee at Saskatoon.



Q. Yes; and did Mr. Daly go to Saskatoon?—A. I am not certain whether he was in Saskatoon or not.

Q. Yes; but did you have to do any other work that wasn't finished by Mr. Daly?—A. Mr. Daly is chief of the English clerical section and does not do any investigation or other work for the Civil Service Commission. His duties in western Canada I believe—and I am subject to correction by Mr. Nelson—were to hold oral examinations for certain classes of positions; my work in western Canada in addition to holding oral examinations in Winnipeg for the position of caretaker after Mr. Daly had left, the oral examinations conducted at Edmonton and Calgary; the one at Edmonton and the one at Calgary were agricultural positions; but at the same time I was making a number of investigations into the duties and qualifications of agricultural employees in the three provinces, and that type of work Mr. Daly has never done.

Q. Yes; therefore the work that you were carrying on was entirely investigational work?—A. With the exception of the three examinations.

Q. Therefore, you could do part of Mr. Daly's work and he could not do your work?—A. That is true.

Q. As an investigator you were doing some work which is usually done by the examination branch?—A. Yes, sir.

Q. And Mr. Daly could not do the reverse?—A. That is true. Since I have been doing examination work for the examination branch, acting on their boards for the commission, I have on various occasions conducted oral examinations for agricultural positions in various places throughout the Dominion.

Q. None of your other investigators have been employed on that type of work? And have you done it for the Post Office Department?—A. No, sir, I conducted no examinations for the Post Office Department.

Q. Only in the Agricultural department?—A. Yes, sir. I did conduct an examination for a caretaker in Winnipeg this time, and that was for the Department of National Defence, and that was the first occasion on which I have conducted an examination for a position which was not agricultural.

Q. Were you assigned by Mr. Putman, your chief, to do that work?—A. Mr. Nelson.

Q. Mr. Nelson?—A. Mr. Nelson, by approval of the commissioners for me to do that while I was there on my holidays. The examination was held in Winnipeg on a Wednesday and that was the reason I had to interrupt my holidays.

Q. Therefore, there is a ruling of the board to that effect?—A. Yes, sir.

Q. And the ruling of the board was necessary to permit you to do that particular work while in Winnipeg; why was not a ruling of the board also necessary to approve of the entrance of Mr. Lochnan into the Civil Service Commission?—A. I may say, sir, that my understanding was that Mr. Lochnan was to come on loan, and that this matter had been discussed with Mr. Foran and the commissioners.

Q. Yes, between Mr. Foran and the commissioners.—A. No, that Mr. Putman had discussed it with the commissioners and with Mr. Foran.

Q. Yes. Then, you spoke about the manners of Mr. Lochnan. Would you please tell the committee what you mean by that? Leaving aside his education, because you judged him favourably in the first place on account of his manners.—A. Yes, sir.

Q. And afterwards you took his education into account?—A. Yes, sir. I judged him favourable from the first time I talked with him, not knowing at that time that he was then in the civil service. I would say that he is tall, a tall man; that in our work I think is rather important.

[Mr. G. T. Jackson.]

Q. Yes, I know, Mr. Jackson; but you are too intelligent to pretend that a tall man is necessarily a great man.—A. No, I admit that.

Mr. GLEN: It helps.

*By the Chairman:*

Q. Apart from his stature, which you say impressed you at the time, what else was there which you would include in his manners. There are very tall men who have no manners at all, you will agree with that?

Mr. GLEN: If you are leading up to the word "personality" you had better beware.

The CHAIRMAN: Yes. Posture being left aside what else would there be that you found engaging in his manners?

The WITNESS: I would say that he has a pleasant personality.

The CHAIRMAN: There you are, there is that word personality again.

Mr. GLEN: Yes, personality again.

The CHAIRMAN: Will you please define for us what personality is? "In addition to being pleasing in appearance, what is personality? I would like to hear a definition from you on a thing which neither Mr. Putman nor Mr. Nelson has been able to satisfy us on.

Mr. GLEN: I wish someone would define your "personality"; nobody has yet.

*By the Chairman:*

Q. Go right along, Mr. Jackson, speaking seriously, because the rating on personality is an important principle in investigational work. Will you please define it for us?—A. Do you mind if I read from the written form which deals with personal fitness?

Q. Certainly. Personal fitness is synonymous with personality.—A. This is the rating form that is used in connection with oral examinations and the first factor is this item: Make a careful observation of the candidate. Note his personal appearance, and his neatness and dress. How do his personality and manners impress you? If he had to deal with the public do you think he would be tactful, courteous and firm, or inclined to be abrupt or overbearing? That, in my opinion, covers the point you raised.

Q. Courteous, tactful and firm, are three different things, one could be courteous and not be firm. Another could be tactful and not be either courteous or firm. And one can be firm without being either tactful or courteous; and so on. They are different things. And, was Mr. Lochnan tactful, firm and courteous?—A. In my opinion, in just talking to him, he had these qualities.

Q. He had these qualities?—A. Yes.

Q. Courtesy, we all know what that means. Firmness, we all know what that means, and we know that at times stubbornness is taken for firmness.

Hon. MEMBER: You don't know anything about that.

*By the Chairman:*

Q. With regard to tactfulness, what is the degree of tactfulness that you ask for anyone who is supposed to have it to be rated as being tactful?—A. I think it would be good judgment.

Q. What is good judgment?—A. I think that is a factor which is rather difficult to explain, and yet we feel that factor in talking to people, Mr. Chairman.

Q. That is all right. Now, Mr. Jackson, speaking about good judgment; how could you possibly decide in your mind that Mr. Lochnan would use good judgment in investigational work in one of the two departments that you had

to look after if you had not spoken before to him about departmental business, before making such a decision?—A. Well, I would feel that he would use good judgment in talking about—

Q. The weather?—A. —affairs of the day.

Q. Affairs of the day?—A. Yes, sir.

Q. You know very well that speaking of affairs of the day is a very dangerous matter, and there are people who hold entirely different views and who think they are right, and it is very difficult to tell them that they have bad judgment because they do not agree with you on matters that go into making up the affairs of the day.—A. Yes, sir.

Q. Therefore, what is good judgment is applied to judgment based on matters of the day or the affairs of the day. By "affairs" do you mean politicians, my distinguished colleagues of the committee, my humble self or the other members of the House or the Senate? You will admit, Mr. Jackson, that it is most difficult for anyone in the organization or in the examination branch to pass judgment on the common sense of a man? Will you admit that?—A. It is difficult.

Q. It is one of the most difficult propositions that you have to look into.

Mr. MACINNIS: Is it not true, Mr. Chairman, that you have to deal with that very fact every day of your life when you are dealing with men?

The CHAIRMAN: Yes.

Mr. MACINNIS: Intangible factors that you have to take into consideration?

The CHAIRMAN: Yes. But it is an entirely different matter for one to form his own opinion than for one to form an opinion of another's judgment that will decide the fate of that very individual. And that has to be done in the public interest because the judgment of the man who decides about the commonsense of any applicant in the civil service means that if he is wrong the State will suffer from his bad judgment.

Mr. MACINNIS: And if he is right the State will gain, and you have always got to take that chance.

The CHAIRMAN: Yes.

Mr. GLEN: Mr. Chairman, would you ask the witness this question—

The CHAIRMAN: Ask it yourself.

*By Mr. Glen:*

Q. Have your impressions of Mr. Lochnan been confirmed by your experience of him in the service now?—A. Yes.

Q. You are satisfied that your judgment of him in the first instance was correct by the experience that you have had with him since?—A. That is my opinion, sir; and since Mr. Lochnan is also working for Mr. Gilchrist and Mr. Putman, might you ask that they give an opinion also?

Q. But from what you know of him?—A. From what I know of him.

Q. You are confirmed in your judgment of him when you recommended him?—A. Yes.

*By Mr. Fournier:*

Q. You are the man that rated Mr. Lochnan for this position?—A. No, I did not rate him.

Q. Who did the rating?

The CHAIRMAN: Just one word on that, Mr. Fournier, Mr. Lochnan was temporarily in the Department of Finance and he was transferred to the commission outside of the knowledge of the commissioners, transferred or loaned, but with Mr. Foran's approval. Mr. Bland said yesterday that Mr. Putman had spoken to him generally on the need of more men in the investigation branch and then Mr. Bland knew fifteen days or a month after Mr. Lochnan entered the

[Mr. G. T. Jackson.]



Civil Service Commission of his being there. Mr. Putman knew nothing for over a month, and Mr. Stitt was with Mr. Bland when the matter was discussed in his office but not at a meeting of the board.

*By Mr. Fournier:*

Q. How was he loaned?—A. He is on loan from the Department of Finance. Mr. Bland and Mr. Stitt had told Mr. Gilchrist and Mr. Putman and I on more than one occasion that we might look around the service to try and find bright young men, clerks, grade 1, who we might bring into the organization branch on loan for trial with a view to transferring them if they were satisfactory, or re-assign them as grade 1 clerks to work in the branch, do general handyman's work or do anything that was required of them, and in general learn the work of the branch.

Q. So verbally you were authorized to bring somebody into that branch on trial?—A. Yes, sir.

Q. And you knew Mr. Lochnan before?—A. No; I knew Mr. Lochnan before we received those verbal instructions. When I suggested Mr. Lochnan to Mr. Putman, I left with Mr. Putman Mr. Lochnan's file; he looked it over and told me that he saw Mr. Foran and the commissioners and they were agreeable to Mr. Lochnan coming up. He also phoned the Comptroller of the Treasury, Mr. Lochnan's chief, and asked him what his opinion of Mr. Lochnan was.

Q. But that is not the regular way to appoint people in the civil service of our country, is it?—A. This was just a loan, Mr. Fournier; it was not an appointment.

Q. You know the statute covering the civil service of Canada. Under what statute are you authorized to appoint or loan people from one department to the commission or from one department to another?—A. Mr. Lochnan had qualified by competition. His name had been reached and he had been assigned in the regular way.

Q. As an investigator?—A. No, sir, as clerk, grade 1.

Q. So he is only a clerk, grade 1, on your staff?—A. Actually on the staff of the Comptroller of the Treasury as a clerk grade 1 and he is loaned to us to do clerical work.

Q. At the same salary and under the same classification?—A. If we agreed—

Q. No; answer the question: at the same salary and under the same classification?—A. Yes, sir.

Q. What was his salary when he was in the office of the Comptroller of the Treasury?—A. He is still with the Comptroller of the Treasury. He is on the pay-roll of the Comptroller of the Treasury at the present time.

Q. And he is working?—A. And he is working in the Civil Service Commission on loan. His salary is \$60 a month or \$720 a year.

Mr. GLEN: And he is a B.A.

Mr. FOURNIER: A. B.A.?

Mr. GLEN: Yes.

*By the Chairman:*

Q. You acted as a big brother to Mr. Lochnan?—A. I spoke to Mr. Putman about him, yes.

Q. Yes, but I ask you the question: you acted as a big brother to Mr. Lochnan?—A. I had no interest in Mr. Lochnan. My whole interest was to get someone into the branch who would help us do our work.

*By Mr. Fournier:*

Q. Yes, but Mr. Jackson, you know the regulations in regard to finding the man you want. What surprises me is that you choose in every department

candidates to fill positions when you know that your regulations give you the manner in which these appointments should be made.—A. But Mr. Lochnan was appointed in the regular manner.

Q. I know, but why was he not transferred in the regular manner by the commission to their staff?—A. Because we did not want to get people on our staff unless they were going to be satisfactory; and we had been making loans to the other departments as a result of a direction of treasury board since about 1932.

Q. If you advertised this position on your staff in the competitive manner, are you afraid that you will not get the proper individual to fill the position?—A. No, sir, we could have advertised for a clerk, grade 1, on our staff, and undoubtedly the oral examination would have obtained the best man. I was of the opinion that I was doing what my superior officers had suggested I do in recommending Mr. Lochnan, in finding him and in recommending him. Had I appreciated that this situation would have developed, it probably would have been better had we advertised among the grade 1 clerks in the service and suggested to them that there was a grade 1 position at the same salary in the organization branch and that we would prefer university graduates.

Q. You cannot do that for clerks, grade 1?—A. It is a rather dangerous practice.

Q. You could not, according to your classification?—A. No, sir, but we have a great many clerks, grade 1, in the service here who are university graduates, receiving \$720 a year.

*By the Chairman:*

Q. Are you satisfied with that, Mr. Jackson?—A. No, I am not. Do you mind if I finish?

Q. Certainly not.—A. There is not anything we can do about it, really. We advertise for clerks, grade 1, and we have no way of preventing university graduates from applying for those positions, passing the examination and being appointed.

Q. When they are in need of a job they accept anything?—A. Yes, sir.

*By Mr. Fournier:*

Q. Again you repeat that the ordinary way would have given you the right man in the right position?—A. Well, I thought I was doing what was the right way, on the instructions of the commissioners.

Q. I know, but they were wrong in giving you those instructions, in my opinion. They should follow the regulations and the statute and let every body have an equal chance for the position. Do you not think I am right?—A. I agree with you, sir, that according to what has been brought out in this committee it would have been better.

Q. It would avoid criticism of the commissioners and yourself?—A. Yes, sir.

*By Mr. McInnis:*

Q. Was there a vacancy on the board for a clerk, grade 1, on the civil service staff?—A. We had a number of positions authorized by Treasury Board that were available, temporary positions.

Mr. CLEAVER: I think, Mr. Chairman, that perhaps we should not be too rough on the commission in our complaint in this regard. It seems to me that most human progress is made by trial and error, and that the commission are rather to be commended on their initiative in this matter in starting something which will turn out to be very good practice. You will recall that Sir Francis Floud, in giving evidence, said that in the old country they were advancing the men even from the lowest class of employee who showed promise. I do not say that

[Mr. G. T. Jackson.]

the right method was adopted in this instance of finding the man who showed promise, but I do think they found one. I would like to see something develop out of this.

THE CHAIRMAN: Mr. Cleaver, there are many ways of giving a chance to you and one of them is superannuation in order to give a regular chance to all. That is one point. But on the other point, I am not blaming the commission at all for giving a chance to anyone to show what he can do, but Mr. Jackson's mind, according to his evidence, was all set before he knew the capacity of Mr. Lochman. That is one point; he said it in his evidence. The second point is that I find it most irregular for anyone to be transferred or loaned to any department of the civil service without the approval and the authority of that department. That is the point. You know very well that a loan is a bilateral contract. A loan is made by one and accepted by the other, and as it is accepted by the other it must be accepted by the proper authority.

MR. GLEN: Does it not come to this, that if the procedure here was irregular, and I am not satisfied it was, if we are going to prevent young men or debar them from getting promotion from one branch to another in the service, do you not think that that is a matter this committee might make the subject of argument? For instance, we have this case here, and assuming for the moment, which I am not admitting, that it was irregular; are we going to debar any young men in the profession, in any particular part of the profession, from being transferred to a higher and a more onerous position within the service? It seems to me the principal with which we are dealing is whether we can evolve some procedure in this committee whereby the commission can so operate that brilliant young men in one department can be transferred to another department. If we can get to that, I think we are going to do something. And the value that I see in this examination of Mr. Jackson is this, that in connection with this seeming irregularity where the procedure has not been followed, still it brings out this principle that within the service there should be that opportunity for young men.

THE CHAIRMAN: Now, Mr. Glen, just a minute. You are doing exactly what you objected to my doing this morning. My intention was just to give you an outline of the way I intend to prepare my draft report which will be submitted to you in due course on one point; and you said it was better to hear Mr. Jackson's evidence before taking it up. Now you suggest doing the very same thing on another point.

MR. GLEN: No, I suggest that having heard Mr. Jackson, and realizing all that has happened in this particular case, I think the principle has now been established to enable the committee to say whether or not this committee shall recommend that there will be transfers within the service of young men who show the qualities necessary for their transfer. I think the committee are now in a position to perhaps say whether that shall be the procedure.

MR. FOURNIER: I beg your pardon, Mr. Chairman, but we cannot change section 50 which deals with transfers. They have it down in black and white. If the commission does not follow that section, we cannot report anything else. It says:—

No employee shall be transferred from a position in one department or portion of the civil service to a position in another department or portion of the civil service except upon the request of the respective deputy heads.

*By Mr. Fournier:*

Q. You know that?—A. Yes, sir.

MR. FOURNIER: They do not mention loans or temporary transfers. It is the general principle. I think that they should follow the principle that is laid down in the statute.



The CHAIRMAN: But, Mr. Glen, I want you to understand very well that I am not objecting at all to any transfer of any young man from one department into another; but I think that it would be much better to have that one man transferred from one branch to another branch of the department in order to make him familiar with the general work of the department, which will lead him to promotion afterward.

Mr. GLEN: Quite so.

The CHAIRMAN: And it is much better for the young man to be transferred within the department at first, to give him a general outline of the general work of the department, than it is to take somebody from the Finance Department and bring him to the Civil Service Commission.

Mr. BOULANGER: There is something I do not understand in that loan or transfer business. We are supposed to have the merit system here. The employees of the government are brought into the service by way of the merit system. The commission had a vacant position; I cannot understand why they did not advertise publicly and openly, and why they could not get their man through a competition instead of borrowing a man from the Finance Department. They had a vacant position. Why not fill it in the usual manner, and according to the Act?

The CHAIRMAN: I perfectly agree with you, Mr. Boulanger, and I am just going to ask a question of the witness at this time.

Mr. CLEAVER: Before this discussion is concluded, may I say that I perhaps did not express myself very happily a few moments ago.

The CHAIRMAN: You always do.

Mr. CLEAVER: I would like to read into the record from page 400 of this committee's deliberations, from the evidence of Sir Francis Floud:—

We have attached, in recent years, a good deal of importance to the principle that the service should be treated as a whole, not purely as a number of separate departments, and that therefore there should be opportunities for transfer from one department to another.

And further down on the same page:—

My own career also illustrates what I was saying about transfers. After spending thirty-three years in the ministry of agriculture I was suddenly sent for one day and was told I was to take charge of the Board of Customs and Excise as chairman of the commissioners there; and then another three years I was again sent for and told I was to take charge as permanent secretary of the ministry of labour.

Then he goes on and outlines his other transfers. Apparently, at this time we have not any established practice in that regard; and it is my thought that the commission are feeling their way, and that the heads of the Civil Service Commission, in suggesting to Mr. Jackson and others to keep their eyes open for promising, bright young men, were doing that in the interests of the service and in the interests of the country. While this actual instance perhaps worked out a little unsatisfactorily in that this personal contact opportunity did not come to every one, I still think that it is something that we should study, and I believe that this committee should bring in a recommendation along those lines.

Mr. BOULANGER: Mr. Chairman, I may be dense; but it looks to me like a backdoor appointment, in violation of the Civil Service Act.

The CHAIRMAN: Yes.

Mr. BOULANGER: It was only a very unimportant position; and I am sure that through a public competition the commission could have obtained a good man.

[Mr. G. T. Jackson.]

Mr. SPENCE: The regulations sometimes are wrong; and it may be possible in this particular case that the regulation should be changed allowing transfer of a man from one department to another.

The CHAIRMAN: Yes. Now, gentlemen, I want you to understand that no one is complaining of the fact that a young man was given a chance. That was not the question. What I contend is that loans or secondings are authorized only by virtue of the Militia Act, and by virtue of some other acts—for instance, the Employment Commission Act. It is very, very seldom authorized by statute. Is that not so, Mr. Jackson?

The WITNESS: What is that?

*By the Chairman:*

Q. Seconding or loaning of employees must be authorized by statute. You know that; you say you do not know that?—A. We have been carrying on loans for some years now.

Mr. FOURNIER: Under what section?

The CHAIRMAN: Just a minute, Mr. Fournier.

*By the Chairman:*

Q. Will you please tell me if there is any section of the Post Office Act or the Agricultural Department Act that authorizes loans or seconding? You know of none?—A. No.

Q. You have read those acts?—A. Yes.

Q. There are none?—A. No.

Q. There is none either in the Department of Finance?—A. No.

Q. Therefore it was a wrong practice for the Department of Finance to loan Mr. Lochnan to the Civil Service Commission, and it was a wrong practice for the Civil Service Commission to accept a loan of the employee who should have been transferred regularly.

Mr. SPENCE: I hope there are no real bad results from it. Regulations are made sometimes to be changed, like everything else.

The CHAIRMAN: Yes.

Mr. SPENCE: Take the C.P.R. Do they live up to all the regulations?

The CHAIRMAN: I agree with you, Mr. Spence. But the change should be made in the Act before one takes this action.

Mr. SPENCE: That may be so.

The CHAIRMAN: When the loan or transfer of an employee is irregular, it cannot be justified with the pretext that it is a loan.

Mr. PUTMAN: May I interject right here that there was an order in council or Treasury Board minute instructing the commission to arrange loans between departments. I am hoping to have that order in council here in a minute or two.

The CHAIRMAN: Well, if you have it, it is a bad piece of legislation; because I cannot see how any order in council can change the statute, when there should be authority to do so, in the Civil Service Act, for all departments.

Mr. PUTMAN: That was the instrument under which the Civil Service Commission was operating. I will have it here in a minute.

The CHAIRMAN: Possibly. But it is very bad legislation. The governor general in council is empowered to act with as much authority as is given by parliament under statute. That is my humble point of view. There are lawyers here, and I am sure they do not disagree with me.

Mr. O'NEILL: These committees have been pretty regularly held; pretty nearly every session of parliament we have one of these civil service committees, do we not?

Some Hon. MEMBERS: No.

Mr. FOURNIER: Every six or seven years.

Mr. O'NEILL: There was one last year.

The CHAIRMAN: The last one was in 1934. The one before that was in 1932.

Mr. O'NEILL: Have these loans been going on for years?

The CHAIRMAN: These loans have been going on for years, and I find it a very bad practice, and I complained of the loans or secondings that were made from the Department of National Defence to other departments. I complained bitterly about that, because those men enjoyed undue privileges which others who were not transferred did not enjoy.

Mr. O'NEILL: If it seems necessary and desirable to have an order in council to do these things, why has not the suggestion been made before to change this Act and put something in the Act that would give you the right to transfer from one department to another?

Mr. FOURNIER: That exists in the Act now. There is a section that covers that subject.

Mr. GLEN: I think we have established the principle, anyway.

The CHAIRMAN: We can discuss it together. Please bring up that point when we are together discussing it.

Mr. FOURNIER: How old is Mr. Lochnan?

The CHAIRMAN: 22.

The WITNESS: 24, I believe.

The CHAIRMAN: Yes, 24.

Mr. GLEN: I think we have discussed this enough, Mr. Chairman.

*By the Chairman:*

Q. Now, Mr. Jackson, did you not act as a big brother to Mr. Lochnan?

Mr. MACINNIS: I think the question is entirely unfair.

The WITNESS: No, sir.

*By the Chairman:*

Q. You do not feel that way?—A. No.

Q. When you answered Mr. Cleaver that there were some pets in certain departments, what did you mean by that?—A. Some which?

Q. Some p-e-t-s; Mr. Cleaver asked you the question this morning.—A. Without casting aspersions on any departments or officials—

Q. No; you will speak without mentioning any names?—A. Yes.

Q. Or any persons?—A. I think that occasionally in connection with promotions, pets of chiefs may receive special consideration.

Q. And when you were a witness to such action of petting, did you report it to the commission?—A. We do not have anything to do with promotions, sir.

*By Mr. Fournier:*

Q. I beg your pardon? You have nothing to do with promotions?—A. Not the organization branch.

*By the Chairman:*

Q. You do these promotions by classification?—A. No, sir. Promotions arise out of reclassification where we see the individual and recommend a higher classification for the work which he is doing; and the department may promote that man or recommend a competition. But when vacancies occur, say for a clerk, grade 4, there are a number of grade 3 clerks in the particular unit and

[Mr. G. T. Jackson.]



the position is advertised; one grade 3 man gets a higher rating than the others and receives the appointment. That part of the work does not come under us at all.

Q. The examination branch?—A. Yes.

Q. Could you suggest a way to avoid, in our service, any petting?—A. Yes. I feel that the suggestion that has been made here before—and I am giving my own personal views in this matter—is a good one.

*By Mr. Glen:*

Q. I asked you the question this morning?—A. Yes. It was that there should be a rating board in the department—not just one or two men but that there should be a board established in the department, and that a representative of the Civil Service Commission should sit on that board at the time of the rating. I like the suggestion made by the chairman that the ratings should be made public; that is, open to applicants.

*By the Chairman:*

Q. And perhaps to the branches?—A. Yes, and to the branches; and I think that would overcome most of the difficulty.

Q. Then did you know Mr. Kinehan was in the branch?—A. Yes.

Q. He was in the Drama League also?—A. I think he attended once or twice.

Q. But not regularly?—A. No.

Q. Why did he leave the branch?—A. He was offered a position with Canadian Industries, Limited, and he spoke to several of the people in the commission about whether he should stay or go; and he decided, after talking to a number of people, that he should resign. I think he felt that the opportunities were better than they are in the organization branch.

Q. Will you please explain to the committee—it was read and it is filed—Mr. Foran's memorandum on April 12, regarding Mr. Lochnan and in which Mr. Kinehan's name appears?—A. You want me just to read that?

Q. No, read it yourself; and then will you please make your observations to the committee in that regard, and explain how it was that Mr. Kinehan's name—he was grade 4?—A. Yes.

Q. —was mentioned to Mr. Foran with regard to Mr. Lochnan, and what relation there was between Mr. Kinehan, grade 4, and Mr. Lochnan, grade 1.—A. When Mr. Kinehan resigned we had a position of clerk, grade 4, and I had been asking for some time for a replacement for Mr. Kinehan, and no action had been taken on the request. There was a considerable volume of work on hand, and I felt that I must have some assistance; so I suggested that the amount of work on hand was sufficient that we could justify having Mr. Lochnan there as well as a replacement for Mr. Kinehan, as grade 4 clerk.

Q. Therefore, you suggested that a young man of 24 who was grade 1 should be grade 4, with a considerable increase of salary?—A. No. I had recommended—there was an eligible list prepared as a result of the competition, an open competition for clerks grade 4; and I had recommended the man who stood highest on that eligible list. He was a civilian, and the commissioners did not agree with my recommendation. I felt that he was the most suitable man, because he had had business experience, and the commission decided that the first man on the eligible list who was a returned soldier should be assigned instead of the man I recommended.

Q. Who was not Mr. Lochnan?—A. No. Mr. Hughes was the returned man; and the first man on the eligible list—the man who stood highest on the examination, but who, by reason of the returned soldier preference,

was second, was a Mr. Smith who, I believe, has since been taken on by the Department of Finance because they were very anxious to get him.

Q. Now, I did not catch very well the suggestion that exists between Mr. Lochnan and Mr. Kinehan?—A. There was no suggestion as far as I was concerned, but apparently some others felt that I was trying to bring Mr. Lochnan in and appoint him to do the work that Mr. Kinehan was doing.

Q. You did not object yourself?—A. Yes, I mention it in my report.

Q. Will you please read that part of your report, the conclusion. There are alternatives.—A. Yes; the conclusions, sir, did not have anything to do with the appointment of the grade 4 clerks. This conclusion dealt only with the appointment of Mr. Lochnan. My recommendations to the committee were:—

1. That Mr. Lochnan's re-assignment to the Civil Service Commission as a temporary grade 1 clerk to be employed in the organization branch be approved; or the alternative that he be returned at once to the organization of the Comptroller of the Treasury and the release of the employee on the staff of the Civil Service Commission now working as a replacement for Mr. Lochnan in the office of the Comptroller of the Treasury.

Q. Will you please explain the first alternative?—A. That we re-assign him to the Civil Service Commission?

Q. Yes.—A. He had been on loan.

Q. Irregularly, you will admit that?

Mr. MacINNIS: No.

*By the Chairman:*

Q. He was on loan irregularly because—was it in virtue of the order in council?

*By Mr. MacInnis:*

Q. Have you the regulations before you?—A. No, sir.

Q. Would not that be the regular way the transfer was made?—A. Transfer—

*By Mr. Fournier:*

Q. Read 48a.—A. "A. A transfer from one position to another position in the same class may be approved from one department to another department after approval by the commission."

Q. "After approval by the commission"?—A. Yes. Transfers are usually spoken of as permanent positions in connection with permanent employees and not in connection with temporary employees.

Q. I know it is called a loan, but I am trying to find the regulations and the way they treat the subject of loans. Do you know of any section?—A. Not a section, but it is the order in council which Mr. Putman will table that instructs the commission and all departments to make available employees for loans.

*By the Chairman:*

Q. Had you anything to do with the suggestion that Mr. Lochnan might be a grade 2 on account of the examination that he had passed as a postal clerk?—

A. No, sir.

Q. Grade 2?—A. No, sir.

Q. You had nothing to do with that?—A. No, sir.

Q. Did you make any suggestion to him to see that it should be done?—

A. No, sir.

Q. He did that all by himself?—A. Yes, sir; he made application for competition to clerk grade 2 in the usual way, in the English clerical section of the Civil

[Mr. G. T. Jackson.]

Service Commission; the examination branch wrote and apparently told him that in view of the fact he had passed as a postal clerk he did not need to take the clerk grade 2 examination.

Q. You saw that file before writing the report?—A. No, sir.

Q. You did not have the file at that time?—A. Yes, it must have been on there; but I do not recall—

Q. You do not tell me, Mr. Jackson, that when you had the file on hand you did not look at that? Will you please tell the date of the letter from the commission to Mr. Lochnan answering his own letter.—A. February 21.

Q. When did you have the file?—A. I wrote my memorandum on April 2.

Q. You had the file on the 31st March?—A. Yes, sir, I should think that is right.

Q. Now— —A. Yes.

Q. You seem to be a very bright young man, and if I had a file on hand that interested me so much, that belonged to someone in whom I had a particular interest I would look at it and I would not overlook a letter of that importance.—A. I have no interest in Mr. Lochnan getting a grade 2 position in the organization branch, sir, because in the first place, Mr. Lochnan is temporary, and he cannot receive a grade 2 position until he is first made permanent as a grade 1, and we have other grade 1 men in the organization branch who have been there for a number of years; if we had a vacancy for grade 2 in the organization branch their seniority would certainly count in any kind of a promotional competition.

Q. He could be made a permanent without passing another examination?—

A. He could be made a permanent as grade 1, sir, yes.

Q. Therefore, as he is qualified in an examination for grade 2, although he was not ranked, he could have been qualified for a grade 2 permanent position also without passing another examination?—A. Only by promotion, not by an initial appointment.

Q. No. Here is a young fellow who passed an examination as census clerk grade 1 and he was made permanent by the commission.—A. No, sir.

Q. He was not made permanent?—A. No, sir, always been temporary.

Q. But although he had no permanent job he was permanent, grade 1?—A. No, sir, temporary grade 1.

Q. So long as the eligible list lasted?—A. It does not matter how long the eligible list lasts, he is still a temporary. There must be a permanent position approved by the commission and the Treasury Board and by the Governor General in Council, and the man himself must be rated on the eligible list, and in accordance with the direction of the Treasury Board the staff, in this instance, of the treasury branch, must have at least 80 per cent of its staff permanent before he could be made permanent as a grade 1 clerk.

Q. Kinehan was permanent?—A. Yes; but he was not appointed to a permanent job. Mr. Hughes was appointed to Mr. Kinehan's job.

Q. And therefore Mr. Lochnan will stay there, a grade 1 clerk without any hope for a promotion?—A. We cannot give him any hope for a promotion.

*By Mr. Fournier:*

Q. He has to become permanent first?—A. He has to become permanent first.

*By the Chairman:*

Q. He will become permanent by a ruling of the board?—A. No, sir.

Q. The Civil Service Commission?—A. No, sir.

Q. How would he become permanent?—A. There will have to be a permanent position become available or be provided by the Governor General in Council. I think some member of the committee pointed out the other day that we have a large number of temporaries now.



Q. I did.—A. In the Civil Service Commission, and on the basis of what is known as the 80-20 per cent rule, where 20 per cent of our staff must always be temporary, we could undoubtedly obtain the approval of the Treasury Board and the Governor General in Council for additional permanent positions.

Q. That may be easy for you because the order in council is based on a percentage of 20 per cent.—A. Yes.

Q. You have over 33 per cent?—A. Yes.

Q. Therefore the Treasury Board could not object to the establishment of permanent positions within the Civil Service Commission when you have a margin of 13 per cent to play with. You will admit that?—A. It is within the discretion of the board. They may refuse.

Q. But if the members of the board say, we want one more clerk permanent, grade 1, they have only to say it to the Treasury Board and as they have a margin to their credit the Treasury Board could not object to that?—A. Yes, that is right. We think the Treasury Board would not object; we have no control over them.

Q. You have every reason to presume that the Treasury Board would not object?—A. Yes, sir.

Q. Now, the second point. If that were done it would have been very easy for the board to appoint Mr. Lochnan as a clerk grade 2?—A. No, sir; they could appoint him as clerk grade 1 if we have a permanent position, but we will have to find some means of providing for a permanent grade 2 position, and that also requires an order in council.

Q. But you know very well a permanent grade 1 clerk will fill a job as a temporary grade 2, and it is often done, when he has passed the examination.—A. No, sir, we do not appoint permanent grade 1 clerks temporarily to a grade 2 position, only as a grade 1. There may be grade ones holding grade 2 positions.

Q. But suppose he was appointed permanent grade 1?—A. Yes.

Q. He could be appointed temporary grade 2 to fill the position?—A. No, he could not be appointed.

*By Mr. Fournier:*

Q. He would have to get to his maximum?—A. Yes—not necessarily. If there was a vacancy occurred and he were the highest rated there in the unit he could be promoted to grade 2.

*By the Chairman:*

Q. Therefore the letter from the commission to Mr. Lochnan was all wrong?—A. The letter simply says that he does not need to take this particular examination because he has already qualified for grade 2, and sometime in the distant future if a grade 2 vacancy should occur in the department wherever he might be, he might be promoted, if he is the highest rated candidate without taking a further examination.

Q. On the other hand, if that position grade 1 had been grade 2, he could have been employed temporarily there?—A. Not as a grade 2, still as a grade 1.

Q. Still as a grade 1?

*By Mr. Fournier:*

Q. He would be doing the work of a grade 2?—A. Yes; that often happens in the service, Mr. Fournier.

*By the Chairman:*

Q. Did you have anything to do with the Rideau Canal?—A. No, sir.

Q. And Ogilvy's position?—A. No, sir.

[Mr. G. T. Jackson.]

Q. Mr. Jackson, I have received a letter from Miss Saunders, and I have made copies for you gentlemen and for the press.

Mr. O'NEILL: I should like to ask a question while you are hunting for it.

The CHAIRMAN: Go ahead.

*By Mr. O'Neill:*

Q. When a number of candidates, Mr. Jackson, try a qualifying examination for grade 1, all those receiving 90 per cent and over are eligible for grade 2 positions without passing a further examination, are they?—A. I think the percentage is 80, and they are eligible for grade 2, I understand—I am stepping now into Mr. Nelson's work. My understanding is—

Q. I am looking for information.—A. My understanding is that they are eligible for grade 2.

Q. Then they are put on the list and they must be employed as a grade 1 before they are promoted to grade 2. They cannot be put into grade 2 positions without having filled a grade 1 position?

Mr. FOURNIER: Yes, they can.

*By Mr. Fournier:*

Q. You can appoint a grade 2 without his having been in the service as a grade 1?—A. Yes. We used to hold examinations for grade 2, but now I would say that 99 per cent of our appointments are grade 1 appointments, and that we do not appoint anyone—

Q. Though they qualified for grade 2?—A. Though they qualified for grade 2. We get very few requests now for grade 2 initial appointments. In fact, the difficulty being that we have been appointing grade ones for so long that they have got good employees on their staff as grade ones, and they are certainly going to take care of their own staff before they bring in new people as grade twos.

*By Mr. O'Neill:*

Q. I believe there is a new examination to be held?—A. For clerks grade 1 and clerks grade 2. They qualify the same as for stenographers.

Q. It is a different thing altogether from stenographers?—A. The principle is the same. There are clerks and stenographers, and a clerk is not required to take dictation at the examination. I think the difference in the examination is that there is arithmetic in the clerical examination and no arithmetic in the stenographers examination, but dictation and typing in the stenographers examination. They are appointed off two different lists, and if they get over 80 per cent they are eligible for grade 2.

Q. They may be taken into grade 2 positions then without holding a grade 1 position?—A. I think they could, but it is not being done. It has not been done—

*By the Chairman:*

Q. You identify this signature of Mr. Bland, your chairman?—A. Yes.

Q. And Miss Saunders?—A. Yes, sir.

Q. Will you please read first the letter of Mr. Bland of May 16 and later the letter of Miss Saunders, the assistant secretary of the commission, which bears no date but which was sent afterwards.—A. This is Mr. Bland's letter of May 16, addressed to Mr. Pouliot:

## CIVIL SERVICE COMMISSION OF CANADA

CHARLES H. BLAND  
*Chairman*

OTTAWA, May 16, 1938.

Encl.

DEAR MR. POULIOT,—In reply to your letters of April 14 and May 16, I enclose a list covering the positions in the Department of Agriculture for the years 1933-37 inclusive, in connection with which Mr. G. T. Jackson was a member of the examining board, as well as an investigator who discussed with the department the qualifications for the position. The list also indicates the personnel of the examining board. The departmental officers who drew up the original departmental requests for the positions would be those contained in the list which I tabled with the Committee on Tuesday last. In this connection I may point out that until recently Mr. Jackson was the only graduate of an agricultural college on the staff of the Commission.

You will notice that in certain cases the positions have been identified on the right-hand margin by letters indicating whether the qualifications were standard or otherwise, whether the changes were suggested by the department or by the Commission, etc. It has not been possible to complete this sub-division of the cases by to-day, but as I take it from your letter you wish to have the list at once, I am sending it to you, and will forward you the completed classification as soon as possible.

Yours sincerely,

(Sgd.) C. H. BLAND,  
*Chairman.*

J. F. POULIOT, Esq., K.C., M.P.,  
 Chairman,  
 Special Committee on Civil Service,  
 House of Commons,  
 Ottawa, Ontario.

Q. Now, will you read Miss Saunders' letter?—A. It reads:—

## CIVIL SERVICE COMMISSION

CANADA

OTTAWA

DEAR MR. POULIOT,—Further to the letter of the Chairman, Civil Service Commission, dated May 16th, 1938, I beg to enclose a duplicate of the list covering the positions in the Department of Agriculture for the years 1930-37 inclusive, in connection with which Mr. Jackson was a Member of the Examining Board.

In the copy now furnished, the information has been completed. The following is a description of the categories represented by the letters shown in the right hand column of the compilation:—

"A" and "A\*"—represent positions for which the qualifications advertised were standard qualifications, that is, those set up and approved by the Commission at some prior date to apply to that class of position generally. The advertisement was prepared by the Examination Branch, verified by the Investigator (Mr. Jackson) and submitted to the Department for approval.

The "\*" indicates that the Investigator (Mr. Jackson) acted as the Commission's representative on the local Board.

"B" represents those positions for which the Department submitted the advertisement in a form slightly at variance with the standard. With a view to consistency and without discussion with the Department,

[Mr. G. T. Jackson.]



amendments were made to bring the qualifications into conformity with standard qualifications at the instance of the Investigator (Mr. Jackson).

"C" represents positions for which, in the standard qualifications, it is necessary to designate one of several alternate fields of specialized education or experience, as for example, the general qualifications for the three grades of Experimental Farm Assistant entail the designation of specialized education in the field of the particular position:—Animal Husbandry, Field Husbandry, Horticulture, etc. In these cases the Department indicated the specialized class of work and the standard qualifications were prepared in accordance therewith at the instance of the Investigator (Mr. Jackson).

"D" represents positions where the Department submitted requisitions indicating special requirements as to qualifications. As a result of discussion and investigation a draft advertisement was prepared by the Investigator (Mr. Jackson) setting forth duties and qualifications, which draft was sent to the Examination Branch. By correspondence with the Department the Examination Branch secured final agreement between the Department and the Commission as to the form of the advertisement. When this form met with the approval of the Department, the Examiner and the Organization Branch, it was approved by the Commission. In these cases Mr. Jackson acted for the Organization Branch but without consulting with Departmental officials, the Examiner dealing with the Department usually by correspondence.

"E" New class or type of work. The Investigator (in this case Mr. Jackson) determines need for new class and salary range. In discussion with Departmental officials ascertains exactly what the duties will be. Discusses qualifications which will be required and recommends salary. Duties and qualifications are prepared by Investigator based on duties and qualifications statement available for similar classes having similar salary range. Once established the qualifications so arrived at become standard.

"F" Standard advertisement amended by Investigator and Department to raise standard qualifications re education and experience in order to obtain better class or grade of appointee. Qualifications duly adopted by the Commission in the course of the usual procedure.

"G" represents positions for which the advertisement was prepared by the Commission with qualifications approximating standard and submitted to the Department. Qualifications were amended by the Department and amendments agreed to by Investigator and duly adopted by the Commission in the course of the usual procedure.

"H" represents those positions which were advertised for promotional competition only, no statement of qualifications being included. In such cases duties only are outlined and an Examining Board convened to rate the applicants.

"J" represents positions of a special type for which no previous advertisement exists. The statement of qualifications was not according to any previous standard. In such cases the advertisement was prepared by the Department and amended or agreed to by the Investigator and duly adopted by the Commission in the course of the usual procedure.

"K" The duties and qualifications for this class of position were determined by the Investigator after discussion with Departmental officials. A statement of these duties and qualifications was then prepared by the Investigator and included in the form of the advertisement which was duly adopted by the Commission in the course of the usual procedure.

"L" represents positions for which a draft statement of duties and qualifications was submitted by the Department which designated certain special requirements. This draft was amended or agreed to by the Investigator and included in the form of the advertisement, a copy of which was submitted to the Department. The final form was adopted by the Commission in the course of the usual procedure.

"M" represents special positions for which a statement of duties and qualifications was submitted in draft form by the Department after discussion with the Investigator. This draft was amended or agreed to by the Investigator and a copy of the proposed advertisement sent to the Department for approval. The final form was adopted by the Commission in the course of the usual procedure.

Yours truly,

(SGD) E. SAUNDERS,  
*Assistant Secretary.*

J. F. POULIOT, Esq., K.C., M.P.,  
Chairman,  
Special Committee on Civil Service,  
House of Commons,  
Ottawa, Ontario.

Q. Yes. Well, now, there are twelve different statements of qualifications and different classes of qualifications, from "A" to "M"?—A. Yes, sir.

Q. And the regular course is to have these drafted at the request of the department by the organization branch and the examination branch?—A. Yes, sir.

Q. The advertisement is actually drafted by the examination branch? And these refer to cases in which you acted as investigator and member of the board of examination?—A. Yes, sir, I sat on the board with the other members of the board.

Q. Well now, will you please outline to the committee the differences—I do not insist on "A," "B," "C" or "D"; but the difference between "E" and "F," "F" and "G," "G" and "H" and so on. First, the difference between "E" and "F." You do not need to read it aloud, but just outline the differences between "E" and "F"?—A. May I take "F" first?

Q. Oh, yes; you will come back to "E"?—A. Yes.

Q. That is all right. It is not necessary to read it again aloud, just show the difference between "E" and "F" and then you will go on with the others?—A. You don't want examples, you just want me to tell—

Q. I would like to have examples if you want to give one or two in each case?—A. "F" is a type of position which is a standard advertisement such as we would use for a fruit and vegetable inspector. These qualifications on education and experience have been standard for a number of years. In connection with my work as investigator I was under the opinion that it was better to get better educated men into the fruit and vegetable inspection service. It is an important service dealing with the interprovincial and export shipment of fruit and vegetables. These men in respect to that have to write certificates and have to stand by their certificates.

Q. But in these cases, you admit that experience is very important, more important than education, because there are men who have less education but who have very great experience and who do their work very well?—A. Yes. They do their work very well, Mr. Chairman, but the situation is that if a vacancy occurs in the higher categories in the fruit and vegetable inspection service, the supervisors and senior and district inspectors, the better educated men fill these positions as a rule—not in every instance, but in

[Mr. G. T. Jackson.]

many instances—they fill these positions better than the men who have had very little education. It was our hope that if we amended the specifications for the class of fruit and vegetable inspector, raised the educational requirements—I have forgotten just how high—and advertised once or twice we might obtain men with higher qualifications for the fruit and vegetable service. We found, however, that the qualifications were limiting a great number of the men who had a wealth of practical experience but not so much education; therefore, we amended the qualifications back to the original form. We did obtain some good men through having raised the qualifications. Then we attacked the idea from another point. We set up another class of fruit and vegetable inspectors, in which we asked definitely for graduates in horticulture.

Q. I do not like your "we" very much, because I find it a little vague. If you did the thing yourself I would like you to say "I," and I would like you to tell the committee whom you mean by "we" in "F."—A. In this particular case, in "F" I discussed the matter of raising the qualifications with the fruit commissioner.

Q. With the fruit commissioner?—A. Yes, sir, and he agreed to the plan; at least, we discussed the matter and agreed together. I am not sure that it was my suggestion any more than his, and we raised the standard, at least, I recommended a higher standard to the examination branch and they prepared the advertisements and submitted them in the usual procedure to the commission who approved of the qualifications, and then they were submitted to the department, to the deputy minister of the department, who returned them duly approved. I think it is the practice in the department to refer—for the deputy minister to refer these to the chief of the branch concerned; in this case the fruit commissioners.

Q. Yes, that is the regular channel?—A. That is the regular procedure.

Q. That is it.—A. Yes. And then it comes back to us from the deputy minister, agreed to or not agreed to.

Q. And you did not ask anything from the examination branch because in this case you have been acting as examiner as well as investigator?—No, sir, the examination work that I do in connection with the examination branch is simply to sit on the examining board. I am not the agricultural examiner. Miss Reid, and formerly Mr. Bourbonais, were the agricultural examiners. Miss Reid was the assistant.

Q. Did Miss Reid have agricultural qualifications? Was she a graduate?—A. No, sir. When Mr. Bourbonais died Miss Reid took over the regular examination work of the department of agriculture. Within the last year an assistant has been appointed for her, and that assistant is a graduate in agriculture.

Q. Yes. Did you consult the examination branch on that occasion?—A. I would simply make my recommendation as to the qualifications and send it to the examination branch, and Miss Reid or Mr. Bourbonais in his time would draw up the advertisement.

Q. But this is for these last years, you see; and with regard to "F", did you refer that to the examination branch?—A. Yes. I did not prepare the advertisement, the examination branch prepared the advertisement. I simply sent in a memorandum recommending that these qualifications be used, but the examination branch are responsible for preparing the advertisement.

Q. Therefore, that work was done in conjunction with the department, and after it came back you sent it to the examination branch and it was O.K.'d by them before it was published?—A. It was O.K.'d by them and then drawn up into a draft advertisement and submitted to the commissioners, and then after it came back to the commissioners it went to the department to be O.K.'d by the department and returned to the commission before being advertised.



Q. And "F" was to raise the standard of education?—A. Yes, sir.

Q. For fruit and vegetable inspectors?—A. There were two or three classes that we raised the standard for.

Q. That is an example?—A. Yes, sir.

Q. Can you take "E" now or "G"?—A. I will take "E". It would help me with my work if I could have a copy of the various competitions that are suggested here. I can remember cases better than I can—

Q. Would you like to have the advertisements themselves?—A. Not necessarily the advertisements.

The CHAIRMAN: While Mr. Jackson is looking through the correspondence on the file I will remind you, gentlemen, that it was understood yesterday there would be one sitting tomorrow morning and not tomorrow afternoon.

For the time being, gentlemen, it might be easier to replace Mr. Jackson by Mr. Gilchrist. Mr. Gilchrist prepared the memorandum at the request of the commission and, therefore, he might be in a better position to explain them. Afterwards, if Mr. Jackson has anything to say, he will be at liberty to say it. That will be an easier procedure, I think, Mr. Jackson.

The WITNESS: All right, sir.

The CHAIRMAN: Do you agree with that, gentlemen?

Some Hon. MEMBERS: Yes.

GEORGE H. GILCHRIST, called.

*By the Chairman:*

Q. Mr. Gilchrist, are you assistant or acting chief investigator?—A. I am acting in the capacity of acting chief of the branch.

Q. You are acting chief of the branch?—A. That is, of the immediate work of the branch. Mr. Putman is still chief of the branch, but I am carrying on and overseeing the routine day-to-day work.

Q. Will you please explain the work you have done in that connection, and if it helps you I will pass over to you the notices of advertisements.—A. In connection with the advertisements it is a little bit confusing as to the procedure unless it is made clear that the organization branch is responsible in the first instance for drawing up the qualifications, the standard qualifications. Those go on record and are the sample for the examination branch.

Q. They are the standard?—A. They are the standard and are the sample for the examination branch to prepare the advertisements.

Q. And if a similar position becomes vacant, you use the same advertisement?—A. Yes, but if the department has asked for it to be varied, the examination branch has not the authority to change it. They must refer it back to the organization branch to deal with the change from the standard. And we deal with the examiner in respect to that and sometimes deal with the department officials themselves. We may confer with them as to why they ask a change, or why they want a deviation from the standard.

Q. You want to have your mind satisfied before approving of any suggested change?—A. Exactly. Then if the investigator agrees to the change perhaps it goes back to the examination branch to proceed with the work of advertising. And that is how it is that Mr. Jackson becomes drawn into the process of advertising the positions.

Mr. Gilchrist, I will now ask you an important question and I want you to think about it before answering it. Are the duties of your branch and the examination branch distinct?—A. Yes.

Q. You are doing the preparatory work before any position is advertised?—A. Yes, exactly.

Q. That is part of your functions?—A. Yes.

[Mr. G. H. Gilchrist.]

Q. Besides that, there is the general organization work in a department, reclassification and things like that?—A. Yes.

Q. But when it comes to one position you do the preliminary work?—A. Yes.

Q. Before any application is received at the commission and in order to enable candidates to fill in their applications for any position?—A. Yes; the examiners have to do entirely with recruitment; we do not deal with any candidates at all.

Q. You do not meet with the candidate?—A. No.

Q. You do not deal with the candidates?—A. Not at all.

Q. You deal with the position?—A. With the position.

Q. The position itself?—A. Yes.

Q. Whether A, B or C is a candidate, you have nothing to do with them; that is the business of the examination branch or the assignment branch?—A. Exactly, yes.

Q. Therefore, if Mr. Jackson, for instance—Mr. Putman in another case—acted as members of the examination board it was apparently because the number of examiners was not sufficient?—A. Yes. I myself have acted as the technical officer on examining boards. In fact, they were calling for my services in that direction so much that I found it took so much time that I had the commission approve of a memorandum that I was to be relieved of duties in that respect unless they secured my agreement that I had the time to do it. It takes a lot of time, the examining work.

The commission does not always have on its own staff an officer who is qualified to be a technical officer. But it is preferable that the commission should have such an officer. That is, if it is an engineering position, myself and Mr. Putman can sit on the board and advise the examiners. If we had a physician on our staff, he could do the same thing with regard to physicians. We have no such officer; so, in the case of a doctor being required, the commission has to depend on the good offices of some department to loan us an officer for the occasion; or we have to go outside the civil service entirely to secure an officer to sit on the board.

Q. But the very reason why some members of the organization branch sat on examining boards was because apparently there were no specialists in the examination branch?—A. Exactly.

Q. Or because the number of examiners was not enough?—A. Because there were no specialists.

Q. And that is a thing that is very easy to remedy?—A. Well, it will be impossible for the commission to have specialists in every line of work.

Q. I understand that. Naturally, there are so many lines of work that it would mean you would have a staff of hundreds?—A. Exactly.

Q. But, on the other hand, there are kinds of work that are rather similar?—A. Yes.

Q. And a man could be trained to do that special work with general knowledge?—A. Yes, we try to do that. I believe they now have an examiner who is a graduate in agriculture. They now have a man who is a graduate in agriculture in the examination branch, and he ought to be able to act as a technical officer on the boards.

Q. The jurisdiction of the organization branch and that of the examination branch are not at all similar.—A. They are quite different. We do meet together on certain points. On the point of qualifications, we are constantly conferring and we naturally need to be in agreement because if the examiner says that particular qualifications are impracticable, we cannot fill them, we must take notice of what they say because they are the people who have to fulfil the requirements we set forth.

Q. Would you be in favour, as acting chief of the branch, to suggest that in future members of the investigation branch shall not act as examiners on

the board?—A. That might hamper the work of the commission if it were prescribed as a definite rule; that is, they have no engineer on their staff at the present moment. It could be arranged that it would be very seldom.

Q. But the reason why it is done now is on account of the deficiency that exists in the examination branch?—A. Purely a matter of expediency?

Q. A matter of expediency and on account of the deficiency of special qualifications of members of the examination branch?—A. Yes.

Q. For certain kinds of positions?—A. It would, in my opinion, be preferable that the work of the investigator and the examination branch be quite separate, because of the powers, the great powers, that are in the hands of both officers.

Q. Yes?—A. It is not desirable that too much power be given to one officer, and it is not desired. It is not desired, either.

Q. Because there is a danger where the official himself has to draft the requirements for the positions and then afterwards has to decide who shall be the successful candidate?—A. Well, not so much that as that he is boss too much. He has too much to say. He has too much to do, if he attempts it; and I think he does his work better if he has only one function to discharge.

Q. I entirely agree with you, Mr. Gilchrist. Will you please look at that to-night and prepare a short statement, indicating more clearly the difference between all letters from F to M, and have it for to-morrow; we will meet to-morrow morning and it will not take long if you will be kind enough to do that. Will you do that to-night?—A. Yes, I will try to do that.

Q. It will be easier for you when you are alone in your office, than it would be in the committee here?—A. Exactly. All right, sir.

Mr. MacNEIL: Mr. Chairman, there is one question, a minor point, which I should like to mention. I want to direct attention to the fact that when we asked for evidence in regard to the discrepancies in salaries paid to the Senate staff and the House of Commons staff, it was accepted that the charts which were tabled would furnish us with that evidence. I find upon examination that the charts on that do not bring out the point. There are certain members of the Senate staff who receive salaries according to their classification, and who in addition to that receive allowances. One official receives a special allowance for signing restaurant checks.

The CHAIRMAN: It will all be put together.

Mr. MacNEIL: Another official has two jobs. He has one under the ordinary classification, and receives in addition, by resolution of the Senate, remuneration as part-time clerk. I direct your attention to that.

The CHAIRMAN: I thank you, Mr. MacNeil. I would ask Mr. Putman to kindly make a statement on that. Did you hear what Mr. MacNeil said?

Mr. PUTMAN: I have the information for Mr. MacNeil, but I was waiting until I was called; then I will give it.

The CHAIRMAN: That is all right; you will not be called until some time in the morning, Mr. Putman. You will have ample time. If you do not come until eleven-thirty, it will be all right, Mr. Putman.

Mr. PUTMAN: All right.

The CHAIRMAN: Then we will adjourn until to-morrow morning.

The committee adjourned at 5.50 p.m., to meet again on Thursday, June 16, at eleven o'clock.



Gov. Doe

Can

Com

e

SESSION 1938

HOUSE OF COMMONS

CAI XC 2

- 38058

SPECIAL COMMITTEE

ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 32

THURSDAY, JUNE 16, 1938

## WITNESSES:

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. A. Potvin, Commissioner, Civil Service Commission.

Mr. J. H. Stitt, Commissioner, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938



## MINUTES OF PROCEEDINGS

JUNE 16, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

*Members present were:*—Messrs. Boulanger, Brooks, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Pouliot and Spence.—15.

*In attendance,*—

Mr. C. H. Bland, Chairman, Civil Service Commission.

Mr. A. Potvin, Commissioner, Civil Service Commission.

Mr. J. H. Stitt, Commissioner, Civil Service Commission.

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

Mr. G. T. Jackson, Investigator, Civil Service Commission.

Mr. Bland, Mr. Potvin, Mr. Stitt and Mr. Putman were recalled, further examined, and retired.

The Committee adjourned to meet again Friday, June 17, at 11.00 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268, June 16th, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. Mr. J. F. Pouliot, the Chairman, resided.

The CHAIRMAN: Order, gentlemen we have a quorum.

Mr. GOLDING: Just before you start proceedings, I noticed in the Globe and Mail this morning an article dealing with the question that has been uppermost in the mind of the chairman, and also in the minds of members of the committee. It says here:—

Personality Big Point in 1938 Beauty Test. Miss Toronto of 1938 will not be a bleached blonde, nor will she have plucked eyebrows.

The girl who will be selected as the ultimate in beauty at the annual Toronto Police field day on July 16 must have that elusive quality known as "personality". Mere prettiness won't do.

I thought that this committee, Mr. Chairman, would be interested in that.

Mr. GLEN: There is a definition for you.

Mr. GOLDING: We might recommend you as one of the judges.

The CHAIRMAN: Thank you, but to do that, Mr. Golding, would embarrass me, because the situation would imply that only girls have "personality"; the men would be deprived of a similar opportunity.

Mr. GOLDING: Now, you have made a study of this.

The CHAIRMAN: Thank you. May I have that?

Mr. GOLDING: Yes.

The CHAIRMAN: Now, gentlemen, we have some routine matters to decide, and it is just as well for us to take them up now. It is understood that we will sit to-morrow morning at 11 o'clock and in the afternoon at 4 o'clock, and I expect that then we will be through with the Civil Service Commission; and on Monday it is understood that the Federation of Civil Servants will be heard and also the Amputations Association and the Legion. Should we not finish with the Legion by the time we adjourn on Monday we will sit on Tuesday morning next to conclude their appearance and that will close our evidence.

Mr. GLEN: The thought strikes me that Monday afternoon there will be the reply to the budget.

Mr. MACNEIL: Oh, yes.

Mr. GOLDING: We will want to be in the house for that.

The CHAIRMAN: Then we will have the returned men arrange to come before us on Tuesday morning next and the Civil Servants on Monday morning, both associations.

Before hearing Mr. Putman this morning I would like to ask one single question to each of the commissioners. You don't mind?

Some Hon. MEMBERS: No.

The CHAIRMAN: Mr. Bland, please.

C. H. BLAND, Chairman, Civil Service Commission, recalled.

The CHAIRMAN: Should the commissioners have something they wish to say in rebuttal to the evidence which is to be presented to us by the associations

I have mentioned this morning, they will have an opportunity of doing so after we are through with the returned men.

*By the Chairman:*

Q. Mr. Bland, we have heard a lot about tests in the department. Is there to your knowledge any outstanding case of favouritism which has not been mentioned before the committee? I will ask the same question to each one of your fellow commissioners?—A. Yes, sir.

Q. What is it?—A. I do not think it should be mentioned.

Q. I think you should give that, Mr. Bland; I would like to look through the case?—A. What I mean is that I did not have in mind any particular case. I mean, there are a number of cases coming to my attention through the years in which favouritism was apparent but I think many of the cases have been blocked and other cases have gone through. We have tried to do what we could to stop them, but back over the years a case has gone through here or there. The difficulty of finding the particular cases is what I had in mind particularly.

Q. Well, you have the whole afternoon. You are not bound like us to listen to the budget speech. Will you please make a short memorandum on these cases?—A. Yes.

Q. We are not in a hurry for that, we will have that after the meeting. Witness retired.

A. POTVIN, Civil Service Commission, recalled.

*By the Chairman:*

Q. Do you have in mind any outstanding cases of favouritism in any department that has come to your knowledge?—A. Yes.

Q. What is it?—A. In the appointment of a collector of customs here in Ottawa.

Q. Yes; who got that job?—A. I think the name is Saunders.

Q. Saunders?—A. Saunders, yes.

Q. As collector of customs at the port of Ottawa?—A. Yes.

Q. Is it a case of office politics?—A. Well, according to me; but we have no machinery really to gather the proper information when the ratings are given because the commission is not represented there.

Q. By the way, Mr. Potvin, do you know if Mr. Lochnan is related to any high official in any department?—A. I do not know.

Q. And if the Saunders file has not been sent here will you please have it sent to my office this afternoon?—A. Yes, I will.

Q. Thank you. Is there any other case?—A. Not in my mind just now.

Q. Will you please think about it and tell us on Tuesday after we are through with the Legion?—A. Yes, I will.

The CHAIRMAN: Thank you.

Witness retired.

J. H. STITT, Commissioner, Civil Service Commission, recalled.

*By the Chairman:*

Q. Mr. Stitt, you have heard the question that I asked Mr. Bland and Mr. Potvin?—A. Yes, sir.

Q. Is there to your knowledge any case of outstanding favouritism in any department?—A. You mean, by way of promotion, Mr. Chairman?

Q. By any way; appointment, promotion, or anything—favouritism at large?—A. I know one case in promotion which was referred to by Mr. Potvin; [Mr. J. H. Stitt.]



but as I remember it, I do not know whether we should describe it as a case of "pets." We forced the department to hold a written examination and I believe a man other than the one who was rated highest was given the position.

Q. Was he a returned man?—A. It was a matter of promotion, Mr. Chairman.

Q. It was a matter of promotion?—A. And I could not state whether he was returned or not, because the veterans' preference does not operate in promotions. Then, there is the case of an appointment in the Post Office Department regarding promotions. That has been reviewed by the board and it is lying on my desk. The chairman has asked me to go into the matter with the chief examiner and his subordinate examiner and ascertain if we can get a board together which might iron out the difficulty. It was a case of a junior official being rated higher than a senior official. If you want me to let you have the names I will let you have the name there.

Q. I want it; and I would ask you the same as I did your colleagues on the commission, kindly to send me a concise statement of each case; if there are any more cases, I cannot look into all the files Monday afternoon, but I would like as soon as possible to have a concise statement of each case. By the way, what is the name of the individual in the last case to which you made reference?—A. I think one of the names involved is McNabb, I am not sure.

Q. McNabb of the Post Office Department?

Mr. FOURNIER: That is for a promotion as an inspector.

The WITNESS: Yes; that is what he is talking about, a promotion.

Mr. BROOKS: I was asking for that file last night in connection with an appointment.

The WITNESS: That is the one I had in mind, Mr. Brooks, at the time. I do not know whether there are any other cases pending there or not. There was one case, an appointment which I believe you know about?

*By the Chairman:*

Q. What is it?—A. I think it was a case in the Department of Fisheries.

Q. Tell the committee please, and I will look into that at once?—A. It was the Found case. It was the case of an inspector.

Q. Was there any family relationship?—A. Well, there was a family relationship.

Q. What was the family relationship?—A. He was the deputy minister's son.

Q. Oh, Found was the deputy minister and it was for his son?—A. Yes, sir.

Q. Did he write directly to the commission to recommend his son?—A. He did not write directly recommending his son, but his son was given the local appointment, and I dissented on the final examination to the appointment of the individual.

Q. And you protested?—A. I did, and I believe you have that file here.

Q. We have that file here?—A. Yes, sir.

Q. We will look into that to-day; are there any other cases, Mr. Stitt?—A. It is awfully hard for me just to remember immediately, there have been certain cases from time to time. We get most of them ironed out; that is of those that come to our knowledge.

*By Mr. Fournier:*

Q. Would you get the file on the appointment of a gardener up at Kapuskasing?—A. Yes, sir. There was quite a lot of difficulty about that case.

The CHAIRMAN: You have that file, Mr. Fournier?

Mr. FOURNIER: Yes.

The CHAIRMAN: Then I will let you keep it and I will ask you please to set out the case. I haven't time to do all of them.

Mr. FOURNIER: All right, Mr. Chairman.

Mr. MACNEIL: If you have time would you look at the file on the appointment of the superintending engineer of the Rideau canal?

The CHAIRMAN: May I say, Mr. MacNeil, that at the present time I have to distribute the work; would you be good enough to do the same as Mr. Fournier and take that file and make a concise statement of the situation, and we will take it up in due course?

Mr. MACNEIL: If Mr. Stitt would be good enough to let me have the file.

The CHAIRMAN: Have you the file, or is it here?

The WITNESS: I don't remember, just at the moment.

Mr. MACNEIL: The superintending engineer of the Rideau Canal. The retirement of the acting engineer is announced to-day. I would like to know how he secured his appointment; also what procedure will now be adopted by the Civil Service Commission to secure proper appointment to that post on this occasion.

*By the Chairman:*

Q. Is there anything else, Mr. Stitt?—A. I am trying to cast my eye—

Q. If there is anything else, please prepare a memorandum and send it to me as soon as you can in order that I may have time to digest it. And I will ask the same thing of Mr. Bland and Mr. Potvin.

C. V. PUTMAN, recalled.

*By the Chairman:*

Q. Mr. Putman, have you a copy of the statement you made on classifications recommended by the organization branch, not included in departments' recommendations to the commission?—A. No.

Q. You have not a copy with you? I am referring to the statement that you handed to me yesterday afternoon. Will you please read it to the committee, but before you read it, in order to inform the committee about the origin of the organization branch, will you please read Mr. Dixon's memorandum to Mr. Foran which bears no date; also Mr. Foran's second memorandum of October 17, 1918, which has been approved by Mr. Roche and Mr. LaRochelle. Please read Mr. Dixon's memorandum first.—A.

#### MEMORANDUM TO MR. FORAN RE ASSISTANTS FOR ORGANIZATION BRANCH

The work of the organization branch, now engaged in classifying the civil service, has progressed to a point where it seems essential to ask consideration of the matter of an assistant to be added to the permanent staff of the branch. My time has been employed almost exclusively on the classification work with Mr. Myers and his staff, and my experience with the questionnaire cards impresses me particularly with their importance as a foundation for the future work of this branch.

A study of the information which they furnish relative to the organization and personnel of the various departments gives a necessary introduction to the organization work subsequently to be undertaken in the department.

Assisting in the classification of the positions of the service, from the information on the cards, furnishes a most valuable aid to an understanding of the problems which must be met intelligently and effec-

[Mr. C. V. Putman.]

tively by the organization branch in fitting the classification, when completed, to the personnel. Familiarity with the classification is essential to the successful investigation of complaints and suggested adjustments. The large volume of cards now being received suggests the advantage of additional help in handling them, thereby reducing the time necessary for the present staff of experts to complete the classification and effect a substantial economy in the cost of that work. Also, it is apparent that I will need competent assistance in the organization branch, immediately following the completion of the classification, to carry out the administrative program.

Under the circumstances, I respectfully urge upon the commission the essential advantage of employing an assistant at this time, while the classification is in progress. As the assistant should have the qualifications necessary for an understanding of classification and organization work, I suggest \$2,100 a year as a proper salary for one suitable for the position.

Q. Now Mr. Foran's memorandum. Mr. Dixon's memorandum had no date?—A. This dated October 17, 1916.

Q. Yes, Mr. Foran's, but Mr. Dixon's memorandum had no date on it?—A. It had no date.

#### MEMORANDUM FOR THE COMMISSIONERS

The attached report from the organization branch is submitted for the consideration of the commissioners.

I entirely agree that the work which will follow the classification now under way will be of a very important nature, and will necessitate the engaging of a suitable staff. The suggestion that an assistant to Mr. Dixon should be appointed immediately, in order that he may familiarize himself with the classification as it proceeds is, I think, a very good one. It seems to me that a chief of staff and an assistant thoroughly conversant with the new classification and its application to the service should form the nucleus of an efficient staff which would be able to keep the work of organization up to its proper level and prevent a relapse into the present state of chaos.

It seems to me that the annual inspections, efficiency investigations, and other work which will devolve upon the organization branch will, in time, make this branch one of the most important in the establishment of the Civil Service Commission, and its proper conduct should make for efficiency and economy in a high degree in the public service—two qualities which are always important but which will probably be even more so after the war when the country will have to face a hard fight to re-establish its footing on a firm financial basis. I may add that I consider that a salary of \$1,800 should be sufficient to attract a well-qualified man as an initial salary, on the understanding that if his services prove satisfactory the position will be graded in the class from \$2,200 to \$2,800 when the re-classification of the service comes into effect on the 1st of April next.

(Sgd.) W. FORAN,  
*Secretary.*

That was approved by Dr. Roche and Colonel LaRochelle.

Mr. Putman, do you not think that time is an important element in any action taken?—A. Of course.

Q. Was Mr. Dixon an efficient man?—A. From my experience with him he was a very efficient man.

Q. But most of his memoranda did not bear any date?—A. Well, I could not tell you anything about that.



Q. That is my own observation, and I make the same observation about your memoranda. Very often you send a memorandum to Mr. Foran which bears no date, and I would suggest that in the future you date any memoranda that you send. It is most important, and you realize that yourself. That is part of efficiency. A document is not complete unless it bears a date. Will you please read the other document that you handed me yesterday?—A. This is a memorandum which I prepared for Mr. Pouliot in connection with a question which he asked the first day I was on the stand.

Q. It was not for Mr. Pouliot, it was for the committee.—A.

#### CLASSIFICATIONS RECOMMENDED BY ORGANIZATION BRANCH NOT INCLUDED IN DEPARTMENTS' RECOMMENDATIONS TO THE COMMISSION

Until the past two or three years not many such cases could arise as the Commission's Investigators investigated only cases put forward for review by the department.

Now however, under the Unit Survey procedure, when every position in a Unit is investigated, cases come to the attention of the Investigator which formerly might not have been under review.

Also, during the past few years several departments have asked the Commission to make a review of their staff, without making any specific recommendations as to changes, leaving the discussion of changes until after the review had been completed and in some instances accepting the Investigator's findings thereon.

There follows a partial list of such cases as it has been possible to compile up to date:

Auditor General.—1937—No recommendations made by department. Investigator presented his findings to Auditor General. One or two changes suggested by the Auditor General. 40 cases. Investigator, N. R. Boutin.

Bureau of Statistics—The department recommended a few cases, not more than 20. In about 175 changes (largely in lower grade positions) 20 amendments were made on suggestions of department. Investigator, N. R. Boutin.

Comptroller of the Treasury—About 45 recommendations made. 70 cases reported by Investigator and concurred in by Comptroller of the Treasury. Investigator, N. R. Boutin.

Post Office Department, Financial Branch—Above those recommended by department Investigator recommended about 35 cases which were accepted by department. Investigator, N. R. Boutin.

National Defence 12 cases. Investigator, W. B. Cole.

Royal Military College 4 cases. Investigator, W. B. Cole.

Royal Canadian Mint 1 case. Investigator, W. B. Cole.

Board of Grain Commissioners 2 cases. Investigator, W. B. Cole.

Mines and Resources, Indian Affairs Branch 2 cases. Investigator, W. B. Cole.

*By Mr. Glen:*

Q. These cases you are reading were investigated by the investigators, recommended and accepted?—A. Yes.

The CHAIRMAN: The point of the memorandum is to show the work done by an investigator when it was not requested by the department.

*By the Chairman:*

Q. For promotions or re-classifications?—A. For re-classifications.

[Mr. C. V. Putman.]

The CHAIRMAN: At times the department mentioned only a few, and sometimes mentioned none at all, but the investigators, in those cases, brought others to light and then improved the condition of some lower grade employees.

The WITNESS:

Pensions and National Health.—In the Pensions Department the classification of every position is discussed before a recommendation is made by the department and such recommendation is incorporated in the department's request for a unit survey. In the discussion stage of the proceedings the attention of the department is sometimes directed to positions that they had not intended to recommend. They may or may not make such recommendation. Investigator, C. R. Medland.

Public Works.—In Public Works Department requests are received for investigation of particular cases which of course under present procedure necessitates a unit survey. These requests may or may not constitute a recommendation. Investigator, C. R. Medland.

The department will ask us to look into a case; they do not make any specific recommendation.

After investigation and discussion with the department, agreed cases are acted on and the department forwards the necessary documents, while disagreed cases are discussed between the Civil Service Commission Full Board and the deputy minister, if the latter decided to take the case to the Commission Board.

Mr. Medland makes this note:—

In this department very few, if any, instances have been observed of any employees deserving reclassification having been overlooked by the department in the way of requesting an investigation.

Then the Department of Transport, by Mr. Medland:—

In the Transport Department, requests for unit surveys have been received with and without recommendations, and the same applies to requests for the setting up of new establishments. No cases have been observed where deserving cases have not been recommended and it is expected that all will receive fair consideration in the course of the regular discussions with the department.

Then I added this note:—

All cases are, of course, reported to the commissioners; that is, every single case in the department that has been under discussion is reported in our reports to the commission.

Q. Therefore, Mr. Putman, Mr. Boutin is concerned with several cases?—  
A. Yes.

Q. Also Mr. Cole and Mr. Medland?—A. Yes.

Q. Is it to your knowledge that Mr. Gilchrist had to work for several years with Mr. Saunders to improve the condition of some employees in the Department of Finance?—A. I do not just exactly remember the detailed circumstances, but I do know that in the Department of Finance we considered that there were a considerable number of employees rated grade 1 under the original classification who, in the course of years, should have been graded as grade 2.

Q. And they were?—A. Eventually.

Q. Eventually?—A. Yes.

Q. On account of the work of Mr. Gilchrist?—A. I think that is so.

Q. And that Mr. Saunders, the then deputy minister, was stubborn and refused to give a chance to those lower-grade employees?—A. Well, I do not know that I would put it just exactly that way.

Q. This is limited to four. Mr. Gilchrist is not on the list, but he did some good work?—A. As a matter of fact, that is not a complete list. I have not got the returns from all the investigators, but I said it was only a partial list. Mr. Gilchrist has been working on other things and could not get down to it.

Q. You said the other day he was the assistant chief; he is acting chief?—A. That is right.

Q. But I asked you if he was acting chief and you said he was the assistant chief?—A. The official classification is assistant.

Q. In fact, he is acting?—A. He is in staff matters at the present time.

Q. You cannot say anything about the other investigators until they forward their report?—A. No, I cannot.

Q. Is it to your knowledge that the Department of Public Works is the only one which appeals to the board?—A. Oh, no. On various occasions the deputy ministers have come before the board in connection with classification matters.

Q. It is not limited?—A. Oh my, no; it is not limited to the Department of Public Works.

Q. For instance, in the case of the Canadian Travel Bureau, Mr. Dolan, the chief of the branch, had to go to the commission to fight Mr. Cole's report, and Mr. Dolan did so on behalf of his staff?—A. That is quite an ordinary procedure for either the chief of the staff or the deputy minister to come over and discuss with the commissioners points of disagreement. The Post Office Department officers come over on numerous occasions; the customs department officers come over on numerous occasions.

Q. Coming to that those appeals from the departments to the board represent a change of one or two per cent in the recommendations of the organization branch?—A. Oftentimes the commissioners rule that certain representations made by the department should be carried out, yes.

Q. That does not exactly answer my question. I asked you if the representations made by the department to the board represent the proportion of one or two per cent that you mentioned of reversing the recommendations of your branch?—A. It certainly would not be any more than that in percentage.

Q. It is not that, Mr. Putman.—A. Well, I must say that I do not understand what it is you want.

Q. I will explain to you what I want to know. You said in the first place that the proportion of changes made in your recommendations was about one or two per cent, I mean, changes by the board; now what I want to know is if those things did not occur after such representations from the departments?—A. Oftentimes they do.

Q. Most of the time?—A. Oftentimes they do. Yes, I would say in the larger percentage of cases they do.

The CHAIRMAN: I have two orders-in-council to file. They were referred to yesterday afternoon in the case of Mr. Lochnan. I am not going to ask Mr. Putman to read them, but they will be incorporated in the record. The first is P.C. 44/1367 of June 14, 1932; and the second one is P.C. 17/2293 of November 4, 1933.

Mr. McINNIS: To what do they refer?

The CHAIRMAN: They refer to loans.

P.C. 44/1367

CERTIFIED to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on 14th June, 1932.

[Mr. C. V. Putman.]



## FINANCE

The Board, believing it to be expedient to obtain a more effective control of the cost of personnel in the Public Service, recommend:—

1. That all permanent positions which are vacant, as of July 30, 1932, be deleted from those services for which establishments have been authorized by Order in Council, and that the remaining positions be the establishments of such services,—provided that the foregoing shall not apply to any position which may have been vacated by appointment to a position in an office of a Minister of the Crown in charge of a Department, including the Office of the Solicitor General.
2. That establishments, in accordance with the numbers, ranks and salaries of permanent employees on the staff as of July 30, 1932, be authorized for all other services.
3. That establishment of temporary employees, in accordance with the numbers and ranks of such employees authorized by the Treasury Board, be sanctioned, and that any other establishments covering temporary employees be cancelled.
4. That estimates of seasonal and casual salaries and wages, not provided in the foregoing, be made, for each Department requiring such employees, by the administrative officers of such Department and the Comptroller of the Treasury and or his representative.
5. That the Comptroller of the Treasury be directed to enter, as a commitment against each parliamentary appropriation affected, the annual cost of the establishments provided for in paragraphs numbered 1, 2 and 3 above, in accordance with the provisions of Section 26 (1) of the Consolidated Revenue and Audit Act, 1931.
6. That the Comptroller of the Treasury be directed to enter, as an additional salaries and wages allotment against each Parliamentary appropriation affected, the estimate of annual cost provided for in Paragraph number 4 above.
7. That no increase, prior to March 31, 1933, be made in the remuneration of any officer, clerk, or employee, except on promotion under the conditions prescribed by the next succeeding paragraph.
8. That no position, which becomes vacant after July 30, 1932, shall be filled either by new appointment or promotion, except under the following conditions:—
  - (a) The Deputy Head of the Department concerned shall certify, in writing, that he has examined in detail the staff requirements of his Department, for the purpose of determining whether such position could be abolished, but that such examination has satisfied him that the public interest will suffer if the position is not filled.
  - (b) The Minister of the Department concerned shall concur in the report of the Deputy Head, in writing.
  - (c) The appointing authority shall be satisfied that it is impossible to avoid the proposed action by rearrangement of staff or other similar means.
9. That positions, which become vacant after July 30, 1932, and which are not filled in accordance with the provisions of the next preceding paragraph, shall be abolished.
10. Amendments, within the establishments provided by Paragraphs 1, 2 and 3, may be made by the proper authority, provided increased cost, immediate or eventual, is not involved, but no increase in the total number of employees provided by such establishments shall be made without the specific authority of the Treasury Board.
11. Copies of the establishments referred to in Paragraphs 1, 2 and 3, and of the estimates of seasonal and casual salaries and wages referred to

in Paragraph 4, shall be sent to the Comptroller of the Treasury, the Auditor General, and the Civil Service Commission.

(Sgd) E. J. LEMAIRE,

*Clerk of the Privy Council.*

P.C. 17/2293

CERTIFIED to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 4th November, 1933.

*Finance*

The Board has under consideration the following memorandum from the Honourable the Minister of Finance:—

"The undersigned has the honour to submit that abnormal volumes of routine work, such as the Christmas rush in the Post Office Department, have, in the past occasioned the appointment of additional staff; that in his opinion the necessity for such action could be removed entirely in the City of Ottawa by a system of temporary transfers between branches and departments; and that such a system could be administered to the best advantage by the Civil Service Commission.

The undersigned, accordingly, recommends that Order in Council of June 14th, 1932, P.C. 44/1367, be amended by the addition of the following paragraph.

12. That each department, having more than fifty employees at Ottawa, shall, when requested by the Civil Service Commission, make available to the Commission for temporary loan to any other department, one employee for each fifty persons so employed, or a fraction thereof; that such employees shall be of the classification and training which, in the opinion of the Commission, will enable him to perform competently the duties required; and that the loaning department shall continue to pay the salary of such employee.

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

(Sgd) E. J. LEMAIRE,

*Clerk of the Privy Council.*

The CHAIRMAN: Now we will take the cases of Mr. Treble, Mr. Whitfield, Mr. Hughes and Mr. Laberge. This will only take a short time and then I will be through with Mr. Putman. If you have any questions to ask Mr. Putman, gentlemen, you will be at liberty to do so. To-morrow morning we will have Mr. Nelson, and Mr. Gilchrist in the afternoon.

*By the Chairman:*

Q. In the case of Mr. Treble, will you please read Mr. Nelson's memorandum of December 8, 1937, to the secretary of the commission?—A.

*Investigator, Organization Branch, Grade 1, Ottawa*

In connection with the above requirement, it may be noted that there are only two candidates remaining who secured a pass mark on the written examination, namely, Messrs. H. E. Treble of Ottawa and J. C. Jackson of Saskatoon. One other candidate who secured a pass mark, Mr. D. F. Putman, who was called for oral examination in connection with the requirement for the appointment of an investigator with agricultural college training is, as indicated in the attached report, not considered suitable. In regard to Messrs. Treble and Jackson, it may be noted that Mr. Treble secured 70 per cent on the

[Mr. C. V. Putman.]

education and experience rating and 70 per cent on the written examination, while Mr. Jackson secured 60 per cent on examination and experience and 65.5 per cent on the written examination. The former has been orally examined, but it has not been practicable to interview Mr. Jackson. However, reports have been secured from the postmaster at Saskatoon, under whom he has been employed, which indicate that he has been quite a satisfactory employee. However, it appears that Mr. Treble might be given prior consideration because of the higher marks secured on the education and experience and written examination ratings, and it is recommended that his name be placed on the list for investigator, grade 2, and that he be offered a temporary assignment at the grade 1 rate. If, after a trial in the position, he is found to be suitable he would be eligible for assignment at the grade 2 rate, if desired.

Q. Will you please read Mr. Foran's note on that?—A.

I must confess I hesitate to recommend a 70 per cent candidate when I feel that it should be possible to secure a better man for the position.

(Sgd.) W. F.

Q. Will you please read the memorandum dated December 11, 1937?—

A. This is a memorandum *re* investigator, grade 1, organization branch:—

I think it is essential in connection with the present state of the work in the organization branch that a suitable investigator should be added to the staff at as early a date as possible, and after talking with Mr. Gilchrist I would be satisfied to employ Mr. Treble as a temporary investigator, grade 1, under the conditions outlined, with the distinct understanding that if he does not prove of suitable calibre for the work, he will be released after a sufficient period of probation.

(Sgd.) C. H. B.,

*Chairman.*

J. H. S.

A. P.

Entered in minutes, December 11, 1937.

The CHAIRMAN: Finally Mr. Treble was appointed. Now, gentlemen, I have a statement on his education and record of experience. I have had copies prepared which I will pass over to you without having this material read. If you agree to that, it will simplify the procedure. Is that agreeable?

Mr. SPENCE: Yes.

#### TREBLE, HAROLD EDISON EDUCATION

Primary school 1912 to 1917 in Crystal City.

High school 1917 to 1921 in Crystal City.

(Completed grade x1 teachers and then took an extra year at Latin and French to qualify for junior matric. univ.)

(Awarded Governor General's medal 1920 for junior matric. univ.)

Wesley College 1921 to 1922 in Winnipeg. Senior matric. for engineering

University Manitoba 1922 to 1926 in Winnipeg. Civil engineering B.Sc. (EE).

University Manitoba 1926 to 1927 in Winnipeg, electrical engineering. B.Sc. (EE).

Canadian Westinghouse 1927 to 1929 in Hamilton. Factory and office work. Electrician eng. diploma.

Post-graduate courses?

Alexander Hamilton Modern Business Course. To be completed 1938.

Age on leaving school, 22.

AMEIC (1936).



## CANDIDATE'S RECORD OF EXPERIENCE

A resume of my experience which would be of advantage in the work of an investigator is as follows:—

## (a) INVESTIGATIONS—SURVEYS—REPORTS

1. Civil Graduation Theses. An investigation into the "Shear, Compression and Tension of Ice." The thesis was later published in the Canadian Engineer with the collaboration of Prof. J. N. Finlayson.

2. Electrical Graduation thesis—An investigation into the "AC Electrolysis of Water."

3. Investigated the feasibility of having a Club House for the Graduate Students at Westinghouse. Made an estimate of the cost of furnishing and operating the house. The company was finally sold on the idea and financed the purchase and furnishing of the house which is now known as the Cowesco Club.

4. Investigated the possibilities of growing sugar beets in the Red River Valley and wrote an article for the Activist. (January, 1933).

5. Investigated Budgets, net cost of Insurance for several companies and related charts and tables while working as an agent for the Mutual Life Ins. Co.

6. Investigated the extraction and use of Lithium Metal and Salts and made up a data book which was extensively used by Rice-Jones and Co. and H. Moore & Associates.

7. Investigated moth-proofing solutions and moth-prevention methods and wrote an article on the Solution while working for the Permotest Co.

8. Investigated and made a study of the underfeed method of burning coal and assembled an extensive data book for use in my work as salesman and estimating engineer for the Automatic Heating Co.

9. Prepared my own appraisal form and made an appraisal of a bus line for Winnipeg Interests.

(b) Employment methods—Know something of the methods of the Canadian Westinghouse Co., Montreal Life Ins. Co., T. E. Eaton Co., Hudson's Bay Co.

(c) Modern Office Practice—Worked in the Correspondence Dept. of Westinghouse, and other office and shop divisions. Branch Office experience with Westinghouse.

(d) With two other students organized and sold the idea of a Graduate Student Club House to the Canadian Westinghouse Co. Organized a round table group which we called the Dialectic Club.

(e) Experience in meeting the public while working as salesman for Westinghouse, Mutual Life, Automatic Heating Co.

Please refer to my application under comp. 25381 Tariff Investigator for letters of reference and for complete details of my experience.

The CHAIRMAN: We have next Mr. Frederick Ernest Bannister Whitfield's file. I have a copy of his statement stencilled, and I shall pass it around to each one of you gentlemen and will have it identified by Mr. Putman.

*By the Chairman:*

Q. Will you please identify this statement in stencil, which is also in stencil on the file?—A. With the exception of periods and the comma.

Q. It is the same?—A. Yes.

Mr. MACNEIL: Is this Mr. Whitfield an investigator?

The CHAIRMAN: One of the investigators, just the same as Mr. Treble. With regard to Mr. Whitfield I have statements with regard to his qualifications here, and in order to facilitate your work, gentleman, I will have copies circulated.

[Mr. C. V. Putman.]

Mr. BROOKS: What is the point in connection with this? I do not understand just what end we are working toward. You are reading over the qualifications of a lot of men here—

The CHAIRMAN: I will tell you, Mr. Brooks. My intention is to show the qualifications of the members of the organization branch. Afterwards we have Mr. Laberge and Mr. Hughes. You are through with Mr. Treble and we will be through with Mr. Whitfield perhaps at 12.30, Mr. Brooks.

Mr. BROOKS: It is just to show the qualifications of these men; that is the point?

The CHAIRMAN: I find it most important to see their qualifications, because they are doing organization and classification work in all departments. If you look at the appendix to report No. 15 you will see there are a number of departments that are assigned to each investigator. I shall ask you kindly to make a comparison with their qualifications and their duties in due course. I find it essential to see what their qualifications are.

Mr. BROOKS: That is all right.

*By the Chairman:*

Q. Now, Mr. Putman, will you please read part of the advertisement for three male investigators, one bilingual, the examination which Mr. Whitfield took, the qualifications.—A.

Three investigators (male) (1 bilingual) initial salary for grade 2 \$2,520 per annum. Initial salary for grade 3 \$3,120 per annum.

Q. It is not necessary to read it all. What I want is the duties and qualifications.—A. The duties are as follows:—

Under direction, to make investigations and surveys and to prepare reports thereon, in connection with the organization of departments or in connection with the efficiency of processes or operations or of individuals or of groups of individuals within the several departments of the government; to assist in administering and maintaining the classification of the civil service; and to perform other related work as required.

The qualifications are as follows:—

Graduation from a university of recognized standing; at least two years of business or engineering experience after graduation. . .

Q. Graduation from a university of recognized standing in agricultural science?—A. That is for one position.

Q. Will you read it all?—A. The qualifications are as follows:—

Graduation from a university of recognized standing; at least two years of business or engineering experience after graduation; preferably experience in investigational work; preferably some knowledge of employment methods and modern office practice; initiative, tact, good judgment and good address.

For one position: graduation from a university of recognized standing in agricultural science; at least two years of business or agricultural experience after graduation; preferably experience in investigational work; preferably some knowledge of employment methods and modern office practice; initiative, tact, good judgment and good address.

For the bilingual position a thorough knowledge of the English and French languages is required.

Q. Now, the only difference between the two qualifications is that in one case agricultural science was required?—A. For the agricultural branch of it, yes.

Q. Out of the three was one bilingual?—A. One bilingual.

Q. That is the only difference?—A. Yes.

Mr. BROOKS: And one engineering, I think.

The CHAIRMAN: Well, we are coming to that. We come to engineering now. Before we come to engineering will you please read the names of references that Mr. Whitfield has given?

The WITNESS: Mr. Chairman, you did not give me Mr. Whitfield's file.

*By the Chairman:*

Q. Oh, yes.—A. I just have the competition file here.

Q. His file must be underneath here somewhere. I do not ask you to give the particular names of the people whom Mr. Whitfield gave as references, but I should like you to tell the committee if one of them was a minister of the crown and if one was a Senator and if another one was a Bishop.—A. A senator, minister of the Crown and Archbishop.

Q. Now, gentlemen, let us pause a moment. The commission wrote to him afterwards and told him to give another reference in place of the minister of the Crown. Was it not so?—A. I do not know.

Q. Will you please look at the file and tell us.—A. This was written by the examination branch, clerical section, September 21, 1937.

Q. Do not mention the name of the minister.—A. The letter reads as follows:

It has been intimated in more than one case that a minister of the crown prefers that he be not called upon to supply character references in connection with appointees to the civil service of Canada.

Under the circumstances, it would be appreciated if you would forward immediately the name and address of an additional referee.

You are also requested to furnish proof of your overseas service. This should be in the form of your original discharge certificate, or a notarial copy thereof.

The CHAIRMAN: At that point I have an observation to make. It is what I was about to say yesterday. I believe if we are to have a real merit system no name of any minister of the crown or privy councillor or senator or member of parliament should be given as a reference. Moreover there are three things to consider with regard to an applicant. The first is his character and respectability. I have no objection to receiving a certificate, and I think it is a very good thing to receive a certificate, from a clergyman of any denomination, bishop, archbishop or moderator of the United Church of Canada. It is a good thing, and it is expected from a minister of the church in the first place in regard to character.

*By the Chairman:*

Q. Would you please look at the reference given by the archbishop and see if the highly respectable gentleman did not say that Mr. Whitfield is qualified for that position?

Mr. FOURNIER: That would be the bishop.

The CHAIRMAN: The archbishop said that he was qualified.

Mr. BROOKS: That did not influence the commission.

Mr. SPENCE: He thought he was qualified. That is why he said it.

The CHAIRMAN: Yes; but I do not think that any clergyman who does not know the intimate work of the organization branch of the Civil Service Commission is competent to say that any applicant is qualified for that work. In fact, the members of the committee know more than any clergyman about the organization branch now.

[Mr. C. V. Putman.]



The WITNESS: He does not make a statement that he is qualified for the work, Mr. Chairman.

Mr. SPENCE: I guess the commission did not pay much attention to it.

*By the Chairman:*

Q. The question the clergyman was asked reads as follows:

Are you aware of any circumstance tending to disqualify him for the situation which he now seeks?

The clergyman's answer was:

No. In my judgment he is well qualified.

Is that there?—A. Yes, that is there.

Mr. GREEN: That is an answer to a question.

The CHAIRMAN: Yes, the answer of the archbishop to the question.

Mr. MACNEIL: A very natural answer.

The CHAIRMAN: The answer that everybody gives; but when it comes from someone of high rank it makes a greater impression than when it comes from the corner grocer. It is not the same at all. What I am about to say now is my own idea. It is not yours, and you may adopt it if you wish. I believe that no clergyman of any denomination should do that. He may give a testimonial only about the character of the man. With regard to the education the proof should be from the degree, diploma, or certificate which should be obtained from the school which he attended. That is the best proof. Certificates regarding his record should be given by his previous employers, and given before the man gets into the service.

Mr. GLEN: What is that last remark?

The CHAIRMAN: I say the record about the man's experience should be given by his employers and should be given before the man enters the service. With regard to his character and respectability he could give the name of some clergyman.

Mr. GLEN: Before he enters the service. Suppose a man is on a job now and applies for a position in the service, and he wants a recommendation from his present employer, you would not bar him from that?

The CHAIRMAN: No, it has no retroactive effect; but I say a fellow who wants a job in the service and puts in an application, should give the name of at least one clergyman of any denomination to speak about his respectability. If he does not belong to any church there should be a certificate from the chief of the police or the district magistrate or the mayor of the town in which he lives stating that he knows him personally and that he is a respectable individual. That is the first point. The second point is in regard to education. There should be a certificate, or degree or diploma which would be sufficient without going further. It should be given to the commission before he enters the service. With regard to his record, every one mentioned as having been an employer of the applicant should be communicated with by the commission before the man enters the service, and the replies should be satisfactory. If an application is made by a man from any country abroad the answer should be received by the commission before the man enters the service. It seems only fair. It is not the practice now. The practice now—

The WITNESS: The practice is now and has been for the last three or four years that all the referees mentioned in a man's application are written to, and a permanent certificate is not issued until satisfactory references have been received. That is the practice now; it was not always.

The CHAIRMAN: I know, but I would go farther. There is a distinction made between what you consider assignments only and permanent appointments; but what I mean is with regard to temporary employment. The answers from the employers should be received before the man gets temporary employment. It would be better for him and better for the service. With regard to a man from abroad, if he gives a list of his employers the references should come from them before he is given employment. If that was done some men who have been looked after by justice abroad would not have entered the service. You must know about it, Mr. Putman.

Mr. GLEN: When some man in my constituency writes to me and asks me to further his application if possible in the service, I usually write a letter to the secretary of the Civil Service Commission, if I know the man, recommending him as an individual, subject always to the rating that is given in examination. Now, the chairman has indicated that that should be disbarred altogether. Has my letter any effect on the commission if the rating of the man is not sufficient to warrant him being appointed?

Mr. SPENCE: I know mine never have.

The WITNESS: I would say, if I understand your question correctly, that your recommendation would receive exactly the same weight as a recommendation received from any other citizen of the country on that man's behalf.

Mr. GLEN: With that I agree, Mr. Putman, yes.

*By Mr. Fournier:*

Q. If, in order to get the position, they wrote down several names in the report, the commission would be satisfied?—A. No.

Q. When they write down three names at your request they may give the names of anybody?—A. That is perfectly true, yes.

Q. It might be an honest man and it might not.—A. We try to use some reason about such cases.

Q. When they put down the names you do not know these people?—A. Usually that is perfectly true, we do not.

Q. If there is no use in having this recommendation, why do the commission ask for it?—A. We think there is use in having it.

Q. Suppose I apply for a position and mention three fictitious names?—A. Yes; we would write to these people.

Q. You would write to these addresses?—A. Yes.

Q. You would receive the forms filled in?—A. I think possibly you are right about that; that on occasion may happen.

Q. What would be the value?—A. In these circumstances they are not of any value.

Mr. BOULANGER: You would not know.

*By Mr. Fournier:*

Q. You want names of people the commission knows—

*By Mr. Glen:*

Q. In a case like this would you be in favour of the suggestion made by the chairman that where a position is advertised in the civil service, no recommendation of a member of parliament be sent, and that a member of parliament should be prohibited from writing a letter in support of the candidate?

The CHAIRMAN: There is a very easy way to answer that. They should mention on the form the name of a clergyman testifying as to the candidate's  
[Mr. C. V. Putman.]

respectability. Then he should send forward evidence of his education, and the names of employers. At the end, in a little square, something like the papers use for scoops, should be placed the following:—

No recommendations from any minister of the Crown, Privy Councillor, Senator or member of the House of Commons will be considered by the commission.

Mr. GLEN: You go further and prohibit it.

The CHAIRMAN: Well, it could be prohibited, but it should appear on the application form.

Mr. GLEN: I agree with you entirely.

The CHAIRMAN: If we are to stop patronage, and if members of the House of Commons irrespective of parties are to be prohibited, I do not see why Senators should come into the picture.

Mr. GLEN: I am in agreement with that principle. I was asking Mr. Putman from his experience if he would be in favour of such a prohibition.

The WITNESS: I have had no experience particularly in this phase of the work; but my own opinion would be that a certificate from a member of parliament would be just as valuable in my eyes as any person else's, and probably of more value, because he is a well-known man in the community and I cannot see that it would do any harm.

*By Mr. Hartigan:*

Q. You could easily chase him out. In many cases now, within recent months, there have been applications from people asking a reference from me. I know one case in which there were at least a dozen applicants, citizens of my riding, wanting me to recommend them. I recommended all twelve of them. That is not very fair to them. They think that they are being specially selected by me, the member, for the position. Would it not be better to have the members eliminated absolutely from any connection with the civil service?—A. I would say that it would not do any harm.

Q. Of course, I am only asking your opinion. Would it not be proper, in your opinion?—A. I am only giving my own opinion, you know.

Mr. GLEN: I know, it is your opinion I am asking.

Mr. HARTIGAN: You talk about reference from employers, in these days there are a great many men who have no opportunity of getting employment. How could they have a reference from their employers? They may still be quite as honest and deserving as their more fortunate friends who have been employed.

The CHAIRMAN: Exactly. They will mention that they have been employed and they will have the benefit of the doubt.

Mr. FOURNIER: They might have to take their chances on getting a position.

The CHAIRMAN: It is open to them. They could get a certificate from the relief officer.

Mr. HARTIGAN: Oh, yes.

Mr. MACNEIL: Have you considered the case where sometimes a member might be required to testify as to the character or ability of an individual quite apart from his duties as a member of the house? I have in mind the instance of a young man who was on our staff at the time I was in charge of a certain office. He was applying to the Civil Service Commission and naturally he referred to me for some testimonial as to his character, and so on, while under my supervision, and that testimonial, merely saying something as to his character, ability



and so forth, went forward quite apart from my being a member of the house. My recommendation as a member of the house probably is not worth the paper it is written on.

The CHAIRMAN: Your recommendation is all right. I would like to have one from you. But on the other hand if we are to have any progress with a theoretical merit system it means that there must be no "pull" in connection with it. Any man in trouble will have an opportunity of explaining his case. With respect to applications for technical positions in the service there should be no reference from either a member of the house, a member of the Senate or anybody else who is directly or indirectly connected with politics. We will have a real merit system. I am all for a merit system.

Mr. MACNEIL: Hear, hear.

Mr. GLEN: I agree with you, but I think—

The CHAIRMAN: We will have it just as tight as it is possible for it to be. There should be a penalty imposed for those who infringe that provision, when they accept a reference directly or indirectly from any member of any political association, or any member of either house of parliament. We will make it difficult, most difficult; there will be nothing left but a pure merit system.

Mr. BROOKS: How about defeated candidates; should they not be included in your list as well?

The CHAIRMAN: Yes, any politician of any sort, associated with any political party or group. That is one suggestion I have to offer, if you want a merit system; we will have it in full purity.

Mr. GLEN: I am all for it.

Mr. JEAN: That is too nice to be true.

Mr. GLEN: Well, after all, it is going rather far afield to say no recommendation should be made by a member on behalf of the people who are supporting him.

The CHAIRMAN: I would not go as far as that. There may be times when legitimate complaints will arise on the part of individuals in the public service or who are applying for appointment to the public service when it would become the duty of members of parliament to protest against certain things. However, personally, I am all in favour of a full observance of the merit system, as I have indicated to you.

Mr. JEAN: There is another way of looking at it. There is a general feeling among people that their member is the individual through whom they should be able to have matters taken up with the Civil Service Commission and with departments at Ottawa. It is not a matter for recommendation for candidates altogether. One has to present certain cases before the commission, and before other departments. I do not think you could possibly avoid having people coming to you and asking to have cases brought to attention. I know, that is the situation in my constituency.

The CHAIRMAN: Yes, there is a lot in what you say, Mr. Jean; but, of course, that is a matter which we will have to discuss fully when we are considering our report.

Mr. MACNEIL: While we are dealing with this question of favouritism, could we not deal with the most flagrant case of favouritism which has up to now been disclosed, that of the situation of the employees of the House of Commons in contrast to certain employees of the Senate. Could Mr. Putman let me have the statement he was to prepare on that?

The CHAIRMAN: I think you are right, Mr. MacNeil. Did you have a memorandum prepared in respect to the matter to which Mr. MacNeil has just referred?

[Mr. C. V. Putman.]

The WITNESS: I did not prepare a memorandum. I can explain the situation.

The CHAIRMAN: Will you please explain that to Mr. MacNeil's satisfaction immediately after I am through with the case now before you.

Will you now read the Whitfield application?

Mr. MACNEIL: Could not that be placed on the record?

The CHAIRMAN: No, I have a few questions I want to ask on that. I will not take long.

*By the Chairman:*

Q. Will you please indicate Mr. Whitfield's age?—A. He was 45.

Q. Now, will you read the statement as to his qualifications which appears on the file?—A. Yes, sir.

Name and Address: Frederick Ernest Banister Whitfield, 452 Oakhill Rd., Rockcliffe Park, Ottawa, Ont.

Education: Sept. 1905 to July 1910 in Monmouth, in Latin, Greek, History. 1st class: Hons. Sen Oxford Local Exams. distinction in Latin, Greek, Scripture. Oct. 1910 to June 1914 in Durham, on Latin, Greek, History (ancient World) Philosophy. B.A. 1913 2nd class Hons. Final Classification School. M.R. 1916 Taken on sick leave from hospital during the war. Age on leaving school: 22.

#### CANDIDATE'S RECORD OF EXPERIENCE

##### *War Service—A-1914-1919*

During the last two years of the war, I was senior Administrative Staff Officer of the 24th Brigade, Royal Air Force, an appointment which demanded considerable ability in supervision, tact and judgment. The Brigade, which was scattered over a large area, comprised 4 wings and some 19 Squadrons. I was in sole control of the discipline and internal organization of the Brigade. Courts-Martial also came under my jurisdiction and I had considerable experience of legal and investigational work in this connection.

B. 1919-1923 Secretary of the "DAZZY" Sign Co., London, Eng.

This was an organization of ex-officers formed to manufacture and sell a unique advertising device. It appeared to have a future in front of it, but eventually was compelled to cease operation due to the fact that it could not secure adequate capital to market the device on a scale which would render it a profitable commercial proposition.

C. 1923-1927 Office Manager in my father-in-laws' office in the city of London, Eng.

My father-in-law has been a builder's merchant in London for a great number of years. During this time I was accorded a good insight into office methods and routine. I had too considerable experience in bringing and selling and was of course familiar with all details of the business, including the books.

D. 1927-1937 On the staff of Ashbury College.

I was in charge of all the Classical Teaching in the school, and for the last seven years, Senior Games Master, which involved the oversight of all the athletic activities of the school.

I append copies of testimonials from the different headmasters, under whom I have served at Ashbury College, together with a brief record of my experience in tabular form.

*By Mr. Glen:*

Q. Where is Ashbury college?

The CHAIRMAN: It is here in Ottawa, it is a college for boys.

*By the Chairman:*

Q. Now, Mr. Putman, did you get in touch with Mr. Whitfield to find out the name of his father-in-law; and, did you communicate with that gentleman in regard to Mr. Whitfield's experience in his business?—A. I could not tell you. If it is not on the file I do not suppose we did.

Q. You took it for granted that he had such experience in business?—A. Yes, after having questioned him at the time of the oral interview. He explained there pretty thoroughly what he had been doing.

Q. Yes. My own view, Mr. Putman, is that Mr. Whitfield should have given you the name of his father-in-law and those he was associated with in business and the commission should have communicated with them and should have received an answer from them instead of taking it for granted that what he said was true.

Mr. GREEN: That is the fault of the commission, not of the applicant.

The CHAIRMAN: No, no, no; I admit that. I say that it should have been done.

Mr. GREEN: If it is not done it is not the fault of the applicant.

The CHAIRMAN: No. The applicant should have given the name of his associates and of his father-in-law.

Mr. GREEN: He probably would have done it had he been asked to.

The CHAIRMAN: Possibly so, but there is something wrong there.

*By the Chairman:*

Q. Now, would you please read Mr. Potvin's memorandum to file dated 8th of July, last year?—A. Yes, sir.

CS40809G

"MEMO TO FILE:

I believe the suggestion of Mr. Foran on Mr. Nelson's Memo. of April 2, 1937, was a good one.

I would have objected to the procedure that has been followed from the very start and to the advertisement as drafted. The two points which I am strongly opposed to are the following:—

1. I fail to see what relation a knowledge of Engineering may have to the duties of an Investigator. What is mainly required, in my opinion, is experience in directing a staff of employees and in holding investigations.

2. In requiring a written examination for a position of that kind, we are practically eliminating men of experience and of a mature judgment who would certainly be better employees than those younger candidates who are just out of the college, or who had an opportunity to continue their studies while teaching. A written test should certainly be required for the position of a Junior Investigator, but a good stiff oral examination would certainly obtain better results in selecting a Senior Investigator.

I believe this position, in so far as the bilingual one is concerned, should be re-advertised with a view to serving more efficiently the general public rather than to favouring a particular class of individuals, and I dissociate myself with any further move in connection with filling this position under the rather strange terms of the advertisement.

A.P.

8-7-37

*Commissioner."*

Q. And then the advertisement was changed to what you have already read?—A. No, there was another advertisement.

Q. Another advertisement?—A. Another advertisement followed this, yes.

[Mr. C. V. Putman.]



Q. Will you please find it and read the duties and qualifications?—A. It will not be on this file and it will be on another one, the file which deals with the appointment of the other investigator. It will be on that other file.

Mr. GREEN: There is a reply to that memo by Mr. Potvin which I think should be read.

The CHAIRMAN: Yes, there is a memorandum on file dated July 15 signed by Mr. Bland, Mr. Potvin and Mr. Stitt. Will you please read that?

The WITNESS: That memorandum reads:—

I find it difficult to agree with my colleague's memorandum of July 8. As Commissioner Potvin will agree, he has frequently expressed the desire to expedite the appointment of an additional bilingual Investigator, and when he was absent from the office, due to illness, for a considerable period, Mr. Stitt and I proceeded with the advertisement in question only on the understanding given us by Mr. Thivierge that Commissioner Potvin agreed that action should be taken. However, as the position is a bilingual one, I feel it is desirable that Commissioner Potvin should be satisfied with the fairness of the competition to select an appointee, and if he desires, as indicated in his memorandum of July 8th, that the bilingual position should be re-advertised, I have no objection, provided he is willing to take the responsibility for the delay in the matter.

C.H.B.  
Chairman.

July 15, 1937.

A.P.  
J.H.S.

Entered in Minutes,  
July 15, 1937.  
E.S."

*By the Chairman:*

Q. Before you go further; up until last year one of the qualifications required from every investigator was experience in engineering?—A. No.

Q. Well then, what is behind Mr. Potvin's memorandum?—A. I cannot answer that. Here is what has been the qualifications: At least two years of business or engineering experience after graduation.

Q. Yes, and Mr. Potvin objected to the engineering side?—A. Yes.

Q. Well now, will you please read the letter from N. M. Archdale, of Ashbury college, in which he says that while Mr. Whitfield resigned from Ashbury college it was more a question of difference as to educational policy.—A. That letter is dated September 24, 1937. It reads:

ASHBURY COLLEGE  
ROCKCLIFFE PARK  
OTTAWA

N. M. ARCHDALE, M.A.  
Headmaster

W. FORAN, Esq.  
Secretary,  
Civil Service Commission,  
Ottawa.

DEAR SIR,—I have your letter of September 21st in reference to Mr. F. E. B. Whitfield.

I would say that while he was released from his position here, it was more a question of differing educational policy than anything else. I found him hard working, enthusiastic, loyal, trustworthy, and, from what

I saw of his character and habits, a very sound citizen. His ideas and methods of teaching, however, did not blend with mine, and so I felt it better to part. Not knowing what work is likely to be required of him, there seems little more that I can say, but if there is any further information I can give you, I shall be only too glad to do so.

Yours truly,  
N. M. ARCHDALE.

Q. Yes; and at that time Mr. Whitfield was occupying a position at Ashbury college?—A. That is right.

Q. Now, will you please read the questions on the examination in the Whitfield competition?—A. Do you want me to read the whole of it?

Q. Yes, if you please?—A. It starts:

### CIVIL SERVICE OF CANADA

EXAMINATION FOR THE POSITION OF INVESTIGATOR, CIVIL SERVICE COMMISSION,  
Ottawa.

1937. Time: 5 hours

*Value*

40-1. Write a thesis of at least 2000 words on one of the following:—

NOTE.—The object of this thesis is to allow candidates to demonstrate their capacity for original thought and ability to transfer their thoughts in a logical manner to paper.

- (a) Considerations entering into the decision to establish a new industry.
- (b) Rail vs. Commercial Truck Transportation.
- (c) Unemployment Insurance, who should bear the cost and why?
- (d) In these times when it is difficult to obtain employment, what are we going to do about our young men and girls as they leave school?
- (e) Not many enterprises can prosper without effective management. What does this management involve?

7½-2. Give an outline of what you understand "Personnel Administration" to embrace.

7½-3. Why do salaries for government employees Federal and Provincial tend to lag behind commercial rates?"

*By the Chairman:*

Q. Is that your view, Mr. Putman?—A. Absolutely, yes.

Q. That the salaries of government employees, both federal and provincial, lag behind commercial rates?—A. That is true.

Q. And you drafted that paper?—A. I set this paper, yes.

"7½-4. It has been stated that governments are becoming more and more "Paternalistic." Discuss the question.

*By the Chairman:*

Q. Do you not think, Mr. Putman, that nepotism is closely related to paternalism?—A. There are two schools of thought on that, Mr. Chairman.

Q. Well, I believe they are twins.—A. Well; maybe.

Q. Will you please read No. 5.—A.

7½-5. Write a report to the Civil Service Commission embodying the following information about John Jones: Age, 27; graduate of Toronto University; left high school at 16 with junior matriculation; worked summers of 1927-28 for the Roads Department, Toronto; ran a garage summers of 1929 and 1930; born in 1910;

[Mr. C. V. Putman.]

senior matriculation spring of 1928, private tuition; Copper Co. of Canada summers of 1931 and 1932. His employers speak very highly of his ability and industriousness; graduated with honours in chemical engineering with specialization along metallurgical lines; August, 1932, to September, 1935, Big Ben Mine, first as assistant to chemist, then as metallurgist; graduated from university in May, 1932. Is a fine looking young man with good physique and pleasing manner.

Q. What is there about a young man with good physique and a pleasing manner? What I want in the civil service are employees with a high degree of cleanliness, personal cleanliness; nails not in mourning; clean hands, as far as it is possible to keep them clean when working with carbon paper, etc. Physique does not count at all.

Mr. HARTIGAN: Oh, yes, Mr. Chairman, physique would count from the standpoint of lost time. A man who has not good physique is going to be an economic loss to the commission and to the people of Canada. Physique should count.

The CHAIRMAN: I know of only one beauty contest in the House of Commons. I do not see why there should be any in the civil service. I judge a man by his brains.

Mr. HARTIGAN: Oh, certainly.

The CHAIRMAN: There are those with infirmities; returned men are in that class. Some returned men have wounds on their face, but that fact does not prevent them from being good civil servants, as an Adonis.

Mr. HARTIGAN: But they have the opportunity to choose, and when they have the opportunity to choose they can get brains coupled with good physique.

The CHAIRMAN: Oh, yes, they could couple that with good physique, but what I mean is that it is grey matter that counts the most, and grey matter does not always show on the outside.

Mr. HARTIGAN: No, not at all.

The CHAIRMAN: And on that phase of the matter I find it is all wrong to insist too much on applicants having good physique.

Mr. HARTIGAN: But physique is a necessary qualification.

The CHAIRMAN: That is what I would have said if I had been a candidate for the position.

Mr. HARTIGAN: One of the greatest economic losses to Canada to-day is the fact that they are sending boys to college to educate them; it costs the country a lot of money to educate them; they are going through for B.A. degrees, or Ph.D. or Bachelor of Science degrees, and it costs the country a lot of money; and many times you see that a year or two after a boy graduates he dies from the lack of good physique. He has been ill, perhaps he had some hidden disease that no one knew anything about. That is the point; that boy's death is an economic loss to the Dominion of Canada. Therefore I say that in so far as the Civil Service Commission is concerned, where they have the opportunity of choosing, physique should be a necessary qualification. Certainly brain capacity should merit a high rating but only in conjunction with the qualification of possessing good physique. I do not think there is any argument about that.

The CHAIRMAN: There is another thing that I object to, it is to the word "courteous." It should be "polite." Courtesy implies a certain degree of obsequiousness. A man can be polite without being courteous.

Another quality that has been missed by all is character.

Mr. HARTIGAN: Yes, indeed.



The CHAIRMAN: No one since the beginning has said anything about character. By that I mean a man who is not necessarily pig-headed but who can face anyone about his convictions and defend his point until he has proved by argument that he is wrong; in other words a man who is not impressed by the importance of the one with whom he speaks, but acts according to his own conscience. That should also be considered.

Mr. HARTIGAN: I place character and the background of a man first. I would rather have a man with a good background and good character, and medium brain capacity, than have a precocious individual with neither background nor the ability to meet people. It is far better for the service.

The CHAIRMAN: Yes.

*By the Chairman:*

Q. Will you please proceed, Mr. Putman?—A. His final year thesis was very favourably commented upon. It was proved in court that the accident, for which he was arrested in 1936, was entirely beyond his control. Dr. Jameson, 55 Market St., Hamilton, under whom he worked in 1933 is satisfied that he can perform the work of his prospective position acceptably and well; he speaks and writes French equally as well as English.

15—6. Fully define the following: (a) Collective Bargaining, (b) Duties Classification, (c) Profit Sharing, (d) Single Tax, (e) Organization Chart, (f) Administrative Procedure, (g) Overhead Expenditure, (h) Manual of Procedure, (i) Median, (j) Dole.

Q. What is "median"? I do not know the word. I would have been unsuccessful on that.—A. Median is the mid-point between any series of figures. It is the average. Suppose you had ten figures running from 1 to 50; in that series of figures it is the mid-point. It is the average of them, or the mid-point.

The CHAIRMAN: I knew nothing of it, I confess.

Mr. FOURNIER: You would not be qualified for the position?

The CHAIRMAN: I would not have passed the examination!

The WITNESS:

15—7. Making your own assumptions chart for an organization of 500 employees one of the following: (a) A road-building gang, on new road work, through rough country, (b) A manufacturing concern, (c) A government department or Bureau.

Mr. GREEN: It would take a pretty good man to pass that examination.

Mr. FOURNIER: Yes. They are all good.

The CHAIRMAN: I wonder if the minister of the Crown, the Senator or the Archbishop would have been successful on that examination!

Mr. HARTIGAN: I know, but those men are placed in a position where they can judge. They have been in contact with people to a very great extent and their opinion is worth something.

The CHAIRMAN: You will notice in connection with that examination that there is no reference to any organization in any department. There is also no reference to the administrative law of this country.

Mr. HARTIGAN: They know as much about the administration of anything in this country as anyone else. They have acquired experience of a special nature. Those men, from their positions and their education, have a great fund of information available as to the ordinary running of business. You must admit that.

[Mr. C. V. Putman.]

The CHAIRMAN: Yes. But I will tell you, Dr. Hartigan, I really find this series of questions entirely out of order because it does not say anything about experience in the work that the man is to perform. It is not a reflection on the man, it is a reflection on the questions. A man like that may answer all the questions and still may not be fit to investigate a department.

*By the Chairman:*

Q. As to that Mr. Putman, is it not a fact that the experience of Mr. Whitfield was first with the Dazzy Sign Company, which was not a success?—A. Yes.

Q. Second, with his father-in-law, whom you do not know and with whom you did not get in touch?—A. Yes.

Q. And, third, in Ashbury teaching the classics to young boys?—A. Yes, and fourth, Mr. Chairman, he had two years in the war as senior administrative staff officer of a Royal Air Force brigade. That brigade officer's job is probably as difficult a job to handle as it is possible for any man to handle.

Mr. GREEN: Hear, hear.

*By the Chairman:*

Q. I know it is a difficult job, and a risky job, too. I know that very well; but is it an immediate preparation for work as an investigator?—A. If he handled a job like that meritoriously, it showed that he had administrative ability.

Mr. GREEN: It also showed that he had ability to handle men.

Mr. HARTIGAN: And also that he had the opportunity of acquiring that experience.

*By the Chairman:*

Q. Will you please tell us with whom Mr. Whitfield is working on your staff?—A. Under Mr. Medland's direct supervision.

Q. And with whom is Mr. Treble working?—A. On general work in the office, largely for Mr. Gilchrist.

Q. Mr. Treble is working for Mr. Gilchrist.—A. Yes.

Q. And Mr. Hughes?—A. He is working for Mr. Jackson almost entirely, but not altogether, I have given him some jobs to do.

Q. And Mr. Laberge?—A. Well, I could not say that he has been assigned definitely to anything as yet because he has been studying the rules and regulations and that sort of thing, and Mr. Gilchrist has given him a few odd jobs to do.

Q. He has been there for three weeks?—A. He has been there for three weeks, yes.

*By Mr. Green:*

Q. Why is there nothing in this examination paper about administrative duties or about the laws governing the different departments?—A. Because we have tried several times to get people from within the service, and we have not been successful. It would be very unfair to expect persons in Vancouver or Calgary, or any other place, to know the details of government administration. What we were trying to get was their basic capacity.

Q. Could they not get information from the statutes covering the set-up of some of the departments, or knowledge of that type?

The CHAIRMAN: Your line of questioning is most important, Mr. Green. I agree with you on that.

Mr. BROOKS: It would make the field rather limited.

The WITNESS: Our experience has been that it limits the field as soon as you talk about the details of government administration, generally.

*By Mr. Green:*

Q. Could you not set out in your advertisement for the examination that they should have a knowledge of certain of the dominion statutes?—A. Yes, but, after all that involves a question of cramming, and personally I am not in favour of that kind of thing.

Q. But it involves also a question of knowledge, and surely it would be better for those men to know something about the set-up of our administrative system?—A. To my way of thinking, that paper that was set up would deal with the question of general knowledge.

Q. No, but should they not have some specific knowledge of the laws by which the government operates?—A. That is the thing we are going to have to teach them. A superficial knowledge is no good to him.

*By Mr. Fournier:*

Q. Then we are paying for their apprenticeship?—A. Absolutely. We have to train them.

MR. FOURNIER: We are paying to show them how to do the work, and we are talking about the merit system. It is ridiculous.

*By Mr. Green:*

Q. Why could not the applicants be prepared to pass an examination on the Civil Service Act and the regulations issued under it?—A. Well, if we announced in time that the examination would be of that character, it would give an opportunity to the candidates to study it. But, as I say, you will have cramming.

Q. Cramming is not a very important point. The point is whether or not these men should have some knowledge, for example, of the Civil Service Act.—A. I think it would be desirable if they had it, but our experience has been that we have never been able to find anybody in our examinations who could answer that qualification.

*By Mr. Fournier:*

Q. You are bringing them in to train them for positions?—A. Yes.

Q. There is no one ready in the country to fill them without your training?—A. I know of very, very few young men, excepting in the offices of some of the chartered accountants, who are doing industrial engineering work, who could step in and do the kind of work that my men have to do.

Q. And those few men you cannot get because they are not interested?—A. No, we cannot get them; I do not know why we cannot.

Q. Is it because you are not paying them enough, or what is the reason?—A. Perhaps that is it.

MR. HARTIGAN: If you do that you are going to restrict the number of applicants. That would be preferential to the people who are acquainted with those details in Ottawa. If it is a dominion-wide examination, you would not want your examination hedged around with those restrictions.

MR. FOURNIER: You are getting them from outside and training them here. We could probably find them here, well trained.

THE CHAIRMAN: I see a reference here to the same thing we heard about yesterday, running a garage during the summers of 1929 and 1930.

MR. GREEN: I think the questions are very good for general knowledge, but my suggestion is there should be some examination as to a knowledge of the Civil Service Act and the regulations thereunder, and possibly of other things.

[Mr. C. V. Putman.]



The CHAIRMAN: You are right on that. We do not need any men in the service who are encyclopaedias of general knowledge; we need men who are well prepared for the jobs for which they apply.

The WITNESS: Mr. Chairman, it seems to me that people who have to come in and investigate jobs of such a varying nature as our people have got to have a very wide general knowledge.

The CHAIRMAN: Well, I will tell you, Mr. Putman, how it should have been done, and how I would have done it if I had been on your staff.

Mr. FOURNIER: You could not pass the examination.

The CHAIRMAN: I do not know the details, but I can outline the subject matter. First of all, the investigators are assigned to certain departments. You know where there is more work, and, therefore, you should have mentioned in the application that you wanted an investigator for such-and-such a department, as well as for the agricultural department. It was mentioned for the agricultural department, and Mr. Jackson was the only one in your branch who had any experience in that matter.

If you need investigators in other departments, for example, in the Department of National Defence, or in the Post Office Department, you should mention it, and then you would have better paid men for the jobs.

Mr. BROOKS: Mr. Chairman, I would like to ask just what would a special knowledge of the Civil Service Act mean to a man going out to investigate the agricultural department or the Department of National Defence?

The CHAIRMAN: I agree with you on that, but you know very well, Mr. Brooks, that it does not cost much to get a copy of the Civil Service Act, and in half a day one can read it profitably. That is a foundation, of course. But besides that there is something else; it is special qualification to do some work in one department or several departments, and, therefore, that should be mentioned in the notice. Do you not agree?

Mr. BROOKS: I do not think it would hurt, but I do not think it is necessary.

The CHAIRMAN: It is not necessary, but it would help.

Mr. FOURNIER: Even some of the witnesses do not know the Act, or they do not know it in detail, and they have been in the service for years.

Mr. GREEN: I only mentioned the Civil Service Act as an example. There are probably several other Acts of which they should have knowledge as well.

The CHAIRMAN: Surely. For instance, an investigator who is in charge of the Department of Finance should read the Audit Act and all the amendments, so as to be familiar with them in order to discuss matters sensibly with the people he meets.

Mr. GLEN: Mr. Chairman, I suggest this is all argument, and there is a difference of opinion. What we want is a little evidence from Mr. Putman.

Mr. FOURNIER: It is 1 o'clock, Mr. Chairman.

The CHAIRMAN: Gentlemen, I will finish. I have just one or two sentences to add in connection with the case of Mr. Laberge.

*By the Chairman:*

Q. Mr. Putman, will you kindly read this memorandum to Mr. Gilchrist? Will you please tell us also who sent that memorandum to Mr. Gilchrist?—  
A. It was sent by the officer on the commission's staff who does our accounting work.

Q. Yes?—A. It reads:

# CIVIL SERVICE COMMISSION

*Memo to Mr. Gilchrist—*

Mar. 30th, 1938.

Treasury Board approved of our temporary establishment this morning, but stroked off the two Investigator, Gr. 2 positions that were vacant, and approved of the two Examiner, Gr. 2 positions because they were occupied. Re-submission will require to be made to Treasury Board for any additional Investigator, Gr. 2 or Gr. 3 positions. In the meantime, I will make out a requisition for a grade 2 or 3 Investigator, and let the Secretary decide which is to be appointed. The list is established for Gr. 3.

As the competition was for a Grade 3 Investigator I think the appointment should be made to Grade 3.

And it was signed by Mr. Foran, Mr. Bland and Mr. Potvin.

Q. Now, who made that recommendation?—A. This memorandum was made by the accountant of the commission.

Q. Who is that?—A. That is Miss Palmer.

Q. And in that memorandum she said, "let the secretary decide which is to be appointed"?—A. In reading it over I thought she used the wrong word; but, at any rate, I do not think that is of moment at all.

Q. Yes, but it is what she said; and afterwards Mr. Foran did sign the recommendation which was countersigned by the commissioners?—A. Yes.

Q. Therefore, it is the practice in the commission, it is the unwritten law there, that everything is O.K.'ed by Mr. Foran before it is acted upon. Will you not admit it?—A. Ever since I have been on the staff of the commission all memoranda have gone through the secretary's office. All of the memoranda which emanate from the organization branch go before the secretary before they go to the commissioners.

Q. Yes, exactly; it comes to what I have said.

Mr. GREEN: There might be an inference taken from what you said that the commissioners should be a rubber stamp.

The CHAIRMAN: I am merely taking this as a typical instance. It shows that everything must be recommended by Mr. Foran. The accountant, Miss Palmer, who has been there for years and years has to let the secretary decide who is to be appointed; "as the competition was for a grade 3 investigator".

Mr. HARTIGAN: As a matter of fact the secretary of any board has certain functions to perform. All through our investigation here the secretary has never complied with the functions of a secretary as such. He seems to have been more the one to whom everything has been handed for recommendation. That is not the function of a secretary of a board. The function of a secretary of a board is to place before the board the data which comes to his hand for action.

The CHAIRMAN: It reminds me of the position of a secretary of a municipal council in the back country where the mayor and the aldermen do not agree and therefore the secretary is the whole boss of the show. In this case I do not wish to imply any improper action on the part of the commissioners, but I do say that there is a go-between, and they have no control over their employees on account of that Mr. Foran who is between the employees and the board.

Mr. GREEN: I do not think that those remarks do justice either to the board or to the secretary. It is after 1 o'clock and I suggest that we do not get into an argument on that just now.

[Mr. C. V. Putman.]

The CHAIRMAN: I will file the qualifications from Mr. Laberge so that they will appear in the report.

E. P. LABERGE

*Candidate Record of Experience*

1924-1928.—Ayers Limited, Lachute Mills, P.Q., Accountant and Statistician under W. C. Tremblay, Sec. Treas. My work consisted in compiling Sales Statistics, assisting the chief accountant and Secretary-Treasurer in various capacities and performing clerical work in connection with export trade.

1928-1930.—Tariff Board, Ottawa, Ont. Research Assistant under Mr. H. B. McKinnon, Secretary of the Board, presently Commissioner of Tariffs, Department of Finance. My work consisted of economic research principally in reference with the Dairy Industry, the Tobacco Industry and Textiles. Other Investigations were also undertaken, but of lesser importance. This work brought me in close contact with most of the Federal Departments and Commissions.

1930-1936.—Ottawa Dairy Ltd., Ottawa, Ont. Cost Accountant under Mr. W. J. Alexander, Sec.-Treas. My work consisted in establishing costs of production of Ottawa Dairy Ltd. and Borden's Farm Products Ltd. of Montreal. I also analysed these costs and reported to the management on ways and means to reduce them. In this connection, I outlined and installed a system of factory accounting for the Ottawa Dairy Pasteurizing Plant. It was also my duty to investigate and report stock shortages in the plants.

1936.—Department of Commerce and Industry of Quebec. Chief of Commercial and Industrial Intelligence Service. Mr. Louis Coderre, Deputy Minister. My work consists of the following:—

1. Attracting Industries to the Province of Quebec.
2. Finding markets at home and abroad for Quebec procedure.
3. Replying to inquiries concerning Quebec industries or markets.
4. Economic research as required.

I have been connected with the Department of Commerce and Industry since it was created and I was responsible for its original plan of organization. I supervised the consolidation of the various provincial statistical organizations and their erection as a provincial Bureau of Statistics within the Department of Commerce and Industry. I prepared a plan for the reorganization of the Commercial Representative of the Province of Quebec in London, England. I co-operated extensively in the organization of the Old Age Pension Commission and in this connection I studied the set-ups in Toronto and Ottawa. I organized the Commercial and Industrial Intelligence Service at the head of which I am at the present time.

Along with my practical experience in investigation and organization work acquired at the Tariff Board, the Ottawa Dairy Ltd., and the Department of Commerce and Industry, I wrote on the organization of industries in my thesis: "Will Mass Production eliminate Small Establishments?" This thesis was the means of obtaining the degree of Doctor of Commerce.

E. P. LABERGE.



School of Higher Commercial Studies  
Affiliated to the University of Montreal  
Cor. Viger Avenue and St. Hubert  
Montreal, P.Q.  
Office of the Dean

C.S.C. Nov. 9, 1937.

Examination Branch,

Nov. 9, 1937, Clerical Section,

November 8, 1937.

Mr. Wm. FORAN,  
Secretary,  
Civil Service Commission,  
Ottawa, Canada.

DEAR MR. FORAN,—Mr. Edouard Laberge, a graduate of our institution, informs me that he is a candidate for the position of Investigator, Organization Branch, announced by your circular No. 26838.

I should like to recommend Mr. Laberge very particularly to your attention. I consider him highly qualified for a position of this kind. As you are thoroughly familiar with our curriculum, I need not insist on the wide range of studies completed by him at this institution.

Mr. Laberge obtained his Master's Degree in Commercial Science in May, 1924. In 1935 he was awarded the degree of Doctor of Commercial Science by the University of Montreal, after public defence of a thesis entitled "Will mass production eliminate small establishments?" This, as you will readily understand, was a notable achievement for a young man of his age.

I feel that the above is ample proof of Mr. Laberge's competency to occupy a position in the above branch of the Civil Service Commission. Moreover, you probably know that for several months he has been in the employ of the Advisory Board on Tariff and Taxation, where he has made special researches and done very interesting work. His record must be well known to you. Mr. Laberge is thoroughly bilingual, his thesis for D. Com., for example, being written in English and maintained in French.

Two years ago Mr. Laberge was appointed Head of the Commercial Intelligence service created at that time by the Department of Commerce of the Province of Quebec.

Anything you may do to help him in securing the above position will be greatly appreciated.

Yours very truly,

H. LAUREYS,  
*Dean.*

Dr. H. Laureys:T

The Committee adjourned at 1.07 o'clock p.m. to meet again to-morrow, June 17, 1938, at 11 o'clock a.m.











## MINUTES OF PROCEEDINGS

JUNE 17th, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

Members present were: Messrs. Boulanger, Brooks, Deachman, Fournier (*Hull*), Glen, Golding, Green, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, Marshall, McNiven (*Regina City*), O'Neill, Pouliot and Spence—15.

*In attendance,—*

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. A. Potvin, Commissioner, Civil Service Commission;

Mr. J. H. Stitt, Commissioner, Civil Service Commission;

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission;

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission;

Mr. G. H. Gilchrist, Assistant Chief, Organization Branch, Civil Service Commission;

Mr. G. T. Jackson, Investigator, Civil Service Commission.

Mr. MacNeil read an extract from the evidence given by Dr. Beauchesne, Clerk of the House of Commons, before the Special Committee on the Civil Service in 1932, Report No. 15, page 480, respecting the control and classification of the officers of the House of Commons. Discussion ensued thereon.

Mr. C. V. Putman was recalled and further examined. He filed two statements showing the increases granted in 1933 and 1934 during the time when increases were banned by Order in Council. These were returned to him to have the same information added for the years 1932 and 1935. When completed these were ordered to be printed as an appendix.

Witness retired.

The Committee adjourned to meet again at 4 o'clock, p.m.

---

4 p.m.

The Committee resumed at 4 o'clock, p.m.

Members present were: Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, MacInnis, MacNeil, Marshall, O'Neill, Pouliot, Spence, Stewart and Tucker—17.

It was agreed that the Amalgamated Civil Servants of Canada be heard after the Professional Institute and the Civil Service Federation.

The Chairman had distributed to the Committee a statement from a sessional paper of 1931 showing the number in the Civil Service at that time who were born outside of Canada.



Lt.-Col. E. A. Baker, O.B.E., M.C., Member of the Dominion Executive Council of the Amputations Association of the Great War, and Secretary-Treasurer of the Sir Arthur Pearson Club of Blinded Sailors and Soldiers, and

Richard Myers, Honorary Dominion Secretary of the Amputations Association of the Great War, were called. They made a presentation of the disabled veterans, were examined and retired.

The Committee adjourned to meet again Monday, June 20th, at 11 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 278,

June 17, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Gentlemen, I wish to congratulate you on being so assiduous. I also wish to thank you for your very excellent co-operation. We are drawing near the end of our work and within a few days should be finished.

I wanted to see Mr. Spence this morning. I called him at 10 o'clock to show him a letter that I received from the office of the Postmaster General referring to the following clipping in the *Ottawa Evening Journal* of June 14, 1938:—

Mr. Spence declared he had been told the Toronto post office was filled with young Jews and foreigners. He had no quarrel with the Jews. Something was wrong in Toronto. People who had passed examinations couldn't get a job.

Mr. Putman did not know. "We want a square deal in Toronto for all classes," interjected Mr. Spence.

Mr. Jackson promised to give a complete report on the Toronto postal appointments. The committee adjourned until Wednesday at 11 a.m.

Mr. Underwood, chief superintendent of post office service, under date of June 14, 1938, wrote in regard to that to the office of the minister:—

Every employee engaged in the Toronto post office at the present time has passed the necessary examination to qualify for appointment to the position he occupies.

With regard to applications, I would suggest, gentlemen, that you bear in mind two things: in the first place, the statement as to character or morality or suitability of the applicant should be clear, and there should be references sent to the commission before the man is employed, of course. But with regard to educational qualifications, does it not seem to you that when certain educational qualifications are required, the examiner should go through those qualifications and notify only those who have the necessary educational qualifications to pass the examination? In other words, suppose that a B.A. is required and there are some applicants who are not B.A.'s but will make application for the position. Therefore, they should be notified that they do not possess the necessary qualifications for the position, and that they will not be called upon to pass the examination. That would save considerable trouble.

Another thing is that young men are hard up now, and I have seen a caricature in *Le Jour*, showing a young man wearing a mortar-board receiving his degree, and a short time afterwards depicting him as being in the soup-line.

Mr. DEACHMAN: That is a good paper.

The CHAIRMAN: It may be a good paper, but this sketch is illustrative of what is happening these days.

I have received many letters, gentlemen, and among them I have received various suggestions from young men. One of them was, "Why should we pay \$2 for an examination fee"? The government is spending millions of dollars, and I do not see why in the future the \$2 fee should not be dispensed with when

they have sufficient testimonials as to their respectability and when they possess the educational qualifications. It seems to me a recommendation should be made along those lines, because I could give you a statement of the returns to the commission on that account. They are small; but it would be a very good thing. Besides, in many cases, no fee is required.

Mr. FOURNIER: For the higher positions?

The CHAIRMAN: No fee is required for the higher positions, while fees are required for smaller positions when people have no money to pay them.

That is another suggestion I put before you.

Mr. GLEN: Mr. Chairman, would a stenographer have to pay a \$2 fee for an examination?

Mr. MACINNIS: I think so.

The CHAIRMAN: In some cases, yes. Is that true in some cases, Mr. Bland?

Mr. BLAND: For the past four or five years, we have charged no fees whatever. We have been considering the desirability of—

Mr. FOURNIER: What about the last examination?

Mr. BLAND: There was a fee of \$2 and we were considering charging \$1 for junior examinations. That is a matter that is not definitely settled, and we would be very glad to have the committee deal with it.

The CHAIRMAN: Mr. Bland, there was an examination held, and the applicants were required to pay \$2. I received a letter about that.

Mr. BLAND: That is true. That happens to be the only one.

The CHAIRMAN: It shows that I know what I am speaking about.

Mr. BLAND: I hope the committee will give us some lead on that particular subject.

The CHAIRMAN: We will give definite recommendations on that, if you wish, gentlemen.

I have another announcement to make to you. I received this letter. I will not read the letter to you, I will only read the advertisement which appeared in the Montreal Star. It was sent to that paper from a young man in Montreal, and it reads:—

*A Human*  
**DEBENTURE**  
*on the Market ! ! !*

**EMPLOYERS!**

*Here's a Valuable OFFER:—*

**A Young Man equipped with:**

a B.A. Degree,  
a 2-year-stage in University,  
a Good Will and Ambitious  
Spirit.

**INTERESTED?**

Rush your reply to Box 8066  
Star, Stanley St.



I have received hundreds of letters of that type from youths throughout the country complaining that they have no opportunities. One of them quoted the first line of Dante's *Inferno*—

Abandon hope all ye who enter here.

In order to save time, I will translate this letter, have it stencilled and sent to each one of you.

I received a telephone call yesterday that Captain Baker, a returned man, was in town, and I did not have the opportunity of communicating with you. I told the clerk to inform him that the Legion would be heard this afternoon, also the amputation men. If the commissioners and other members of the Civil Service Commission desire to attend, they will be welcome, but we will not need them this afternoon.

Mr. MACNEIL: In that connection, Mr. Chairman, I think you appreciate the fact that Mr. Green and I are especially interested in these cases, but unfortunately matters are coming up in the chamber this afternoon that will occupy our attention for possibly some time.

The CHAIRMAN: Yes.

Mr. MACNEIL: As long as you understand the situation.

The CHAIRMAN: Captain Baker belongs to the Amputation Association, and we will hear him first. We will hear his statement probably without asking any questions, and if the members think it is necessary to do so at the conclusion of his statement, they can then ask questions.

Will Captain Baker be the only one representing the Amputation Association, or will Mr. Myers also appear?

Mr. MACNEIL: I think Mr. Myers usually accompanies him because of his handicap.

The CHAIRMAN: Yes, I know. I wonder if Mr. Baker will make the full statement or if it will be completed by the other gentleman, Mr. Myers.

Mr. MACNEIL: I am sure I cannot answer that, Mr. Chairman.

The CHAIRMAN: Mr. Doyle tells me that Mr. Herwig told him that Mr. Baker would make the representations. Those two associations work together.

Mr. MACNEIL: Yes. Mr. Chairman, at your convenience, you assured me that possibly we might clear up some points with regard to staff arrangements in the House and in the Senate. Is this the proper time through Mr. Putman?

The CHAIRMAN: Yes.

Mr. GOLDING: Mr. Chairman, you referred to a file where you thought that things had not been done regularly; have you gone through that file yet?

The CHAIRMAN: What case?

Mr. GOLDING: I think you mentioned the name "Found."

The CHAIRMAN: I did not mention it, but Mr. Stitt mentioned it and I said I would look into that immediately. I had the file, which is quite a voluminous one, and I glanced through it. I wanted to see Mr. Stitt's memorandum first. I believe it was a protest against a ruling given by his two brother commissioners in that case. Also there is a very strong memorandum from Mr. Nelson against the appointment.

I will ask you gentlemen to be kind enough to give me an opportunity to complete my work during the week-end. I could report on that either Monday morning or Monday afternoon.

Mr. GOLDING: The only thing I had in mind was that if there is any suspicion of irregularity, we ought to have the commissioners deal with it and clear the thing up.

The CHAIRMAN: Oh, yes. I will make my report to you and any member will have the opportunity to see that file. At the same time, I would like to ask the members to kindly help me in that regard, and if Mr. Fournier will be kind enough to look after the Kapuskasing case—

Mr. FOURNIER: Yes.

The CHAIRMAN: And if Mr. MacNeil will be kind enough to look into the canal case, it will assist us greatly.

According to what I told you, I have received stencilled copies of the qualifications of each one of the officials of the examination branch. These will be sent by mail in order that each one will receive a copy. You could not read it this morning, but it will be sent to you.

I forgot to ask Mr. Nelson about Mr. Thivierge's qualifications. He belongs to that branch, and also the qualifications of Miss Saunders. They are assistant secretaries, but Mr. Thivierge is in charge of assignments and I would like to have his qualifications.

The CHAIRMAN: Will you please take a note of that and ask Mr. Nelson to kindly send it forward?

The WITNESS: Yes.

Mr. MACNEIL: Mr. Chairman, I think it advisable to refer to the evidence given by Dr. Beauchesne, Clerk of the House, before the committee of 1932. I think it is pertinent to the present situation.

The CHAIRMAN: Yes.

Mr. MACNEIL: Dr. Beauchesne indicated very clearly what he considered to be the privileges and immunities of members of the House with regard to the control of the officers of the House.

The CHAIRMAN: In order to help me find it in the big book, will you please tell me the date?

Mr. MACNEIL: Wednesday, April 13, 1932, as it appears in report 15 of the select special committee of the civil service and Civil Service Act, at page 480. Dr. Beauchesne had this to say:—

There are no departments of the Service in which the duties are similar to those in the House of Commons. No man trained in ordinary government department affairs is competent to fill any of our ordinary positions. For instance, we have Committee Clerks. There is no department which could train a Committee Clerk for us. We have six or seven. We have the Journals Branch. Where is the department which could train a man for the Journals Branch? If a man leaves the Journals Branch, or the Committee Branch, where is the Department which could give a man a training to fill such a position?—A. There is none. We have our Law Branch. Our Law Branch began by assimilating with the Law Clerks. Our Law Clerks draft laws for the Departments, upon the recommendation of the deputy minister. Upon their experience depend a lot of very important decisions. It may be the ruination of a family; it may be the downfall of a Government. These men need special training and are very good men. The Civil Service Commission never understood that. We had the Civil Service Commission, in 1929, to reclassify our staff. The Civil Service Commission refused to give our Law Clerks, for instance, a higher salary than the Editor of Debates. I never could understand it. We had a gentleman from the Civil Service Commission, Mr. Putman, who had charge of the reorganization. He was not here more than half a day and he reorganized a staff of 80 or 90 people, in the special branches of the House of Commons—where there are specially trained officers—the Journals Branch, the Committee branch; where we require special accounting, and our special stationery. We

[Mr. C. V. Putman.]

spend \$25,000 in our special stationery here. The Chief of our stationery branch is also in charge of requisitions; he has a very important position, but still the Civil Service Commission think his position must not be classified higher than that of a stationery clerk, because he belongs to a class. They have a non-classic classification, and they apply it to us. We claim they cannot apply it to us because the circumstances are different.

I think that is a point we are over-looking. I think we should set the best possible example with regard to the classification of staff, when we are dealing with other departments, in our treatment of the staff of the House of Commons.

The CHAIRMAN: I entirely and absolutely agree with you on that.

Mr. MACNEIL: To continue:—

Our people work day and night during sessions, true, they may have a long recess, although not as long as people think. If you consider they have to work, morning, afternoon and evening, during the session of 125 days and their work increases a few weeks sometimes before and after the session, if you figure this out they do, of course, put in more working hours in the year than the ordinary civil servant who works only during statutory hours in the Departments. So far as that goes the House is quite different altogether from the departments.

Again on page 481, he says:—

The Civil Service Commission had nothing to do with our own organization, still it quoted that in this report and submitted to the House of Commons for its approval a report respecting classification and a report from the Speaker respecting organization and both of them were accepted, were passed. Of course, the Civil Service Commission then refused about half of the suggestions we made and we have never had any reason for it, no reason given for it. It seems to me it is very important for us to know those reasons. After the classification was finished, there was more dissatisfaction amongst the staff of the House of Commons than there had ever been before. It made the unrest of the staff much worse than it ever was. We had asked for increases, in order to make the salaries uniform. They were refused, without any reason.

*By Mr. MacNeil:*

Q. Mr. Chairman, in the light of this statement made by Dr. Beauchesne in 1932 might I ask Mr. Putman what steps have been taken since that time to correct the situation complained of by Dr. Beauchesne?—A. There have been to my knowledge no particular changes in the organization or classification of positions in the House of Commons since that time until about six weeks ago when we received from the Clerk of the house a recommendation regarding principally the higher positions on the staff of the house, and we have promised to take the matter up with the Clerk of the House of Commons immediately after the session is concluded.

Q. Dealing with the chart before you, and more particularly with the staff of the House of Commons, will you explain the position with regard to the law branch; how does the position that Mr. Troop retired from compare to what it is to-day?—A. The position with regard to the law branch is this; that there are two joint law clerks of the house. Mr. Troop being the senior man received a salary of \$3,720 to \$4,620, and Mr. Ollivier \$3,720 to \$4,440. Then when Mr. Troop was retired Mr. Fraser was promoted to the position at \$3,720 to \$4,620, and Mr. Ollivier was left at \$4,440 maximum.

Q. Dr. Ollivier at that time was not promoted?—A. He was not promoted to the position that was formerly held by Mr. Troop.



*By Mr. Fournier:*

Q. Although he was senior?—A. Although he was then the senior. Now, it seems, that if the Clerk of the House, the one that makes the recommendation, had recommended Mr. Ollivier for the senior position it would have been all right.

*By Mr. MacNeil:*

Q. What is your responsibility in the matter as chief of the organization branch? Could you not classify the positions in such a way as to extend justice to all concerned?—A. That will come up. But it would not have come up before. We did not know; at least, in the organization branch we did not know when they sent the requisition in. We only have to do with classification. A vacancy was caused by the retirement of Mr. Troop and it went to Mr. Fraser. Now, what happened to the promotion then, I do not know.

Q. Have you any knowledge now of the recommendation of the Clerk of the House to His Honour the Speaker, in this regard?—A. Yes; the Speaker through the Clerk of the House suggests that the salary of Dr. Ollivier should be the same as that of the senior position.

*By Mr. Fournier:*

Q. That was designed for a law clerk in the Senate?—A. That is what the Senate called for.

*By Mr. MacNeil:*

Q. In arriving at your classification did you take into consideration the discrepancy between the work involved in the two houses; did you give consideration to the fact that the duties of the staff of the house are much greater than those of the Senate?—A. We would not take the salaries in the Senate into consideration in setting the salaries for the staff of the House of Commons. We have nothing to do with that.

*By the Chairman:*

Q. You say that you do not agree with the salary paid to Mr. Ollivier—  
A. I did not intend to convey that idea.

Q. At the same time, the commission has given an increase to Mr. Ronson in the treasury board to a salary of \$7,500, and they gave him a straight increase of \$1,000 a year?—A. The commission has agreed to it?

Q. The commission has agreed to it, to \$7,500; they say that is not too much for Mr. Ronson.—A. I did not know that.

Q. But they say that \$4,440 is enough for Dr. Ollivier; and you do not know that legislation is more important than finance, because finance depends on legislation. Dr. Ollivier is both a K.C. and an LL.D. You do know that, because you said "Dr." Ollivier. You admitted it in that way. You know, you pay a lot of attention to these doctors of philosophy who write theses on wheat and rust and research of that kind. Do you not know that Dr. Ollivier wrote a very distinguished thesis on the Statute of Westminster which is much more important than any thesis on wheat and things of that kind which are only matters of statistics; and you compare these silly theses on which these doctors of philosophy degrees are secured with material such as was contained in that very distinguished thesis which Dr. Ollivier prepared; he is a man of real learning and distinction.

*By Mr. Fournier:*

Q. But I understand that Dr. Beauchesne does not rely on the organization branch of the commission to organize the staff of the House of Commons; he says that you have no experience or knowledge of that staff?—A. Of course, that is all right; because Dr. Beauchesne makes that statement is no reason to believe—

[Mr. C. V. Putman.]

Q. Do you agree with the reasons that he gives in his statement?—A. That we could not size up that staff?

Q. Yes?—A. No, I do not agree with it entirely.

Q. Then, do you agree that law clerks in other departments get salaries up to \$7,500?—A. There is one at \$6,900 in the Department of Justice.

Q. And yet there are law clerks here who are doctors of law who are only on salaries of \$4,400 a year after many years of experience?—A. That may be.

Mr. LACROIX: What is the salary of Mr. Johnson in the Department of Finance?

Mr. MACNEIL: Would you allow me to proceed, if you don't mind?

Mr. LACROIX: Yes, certainly.

*By Mr. MacNeil:*

Q. Then, may I refer to what Dr. Beauchesne said; you have throughout the service a general classification which applies to law clerks and law officers?—A. Yes.

Q. And he makes the point that when you attempt to apply that classification to the duties of officers specially trained in the work of the House of Commons an injustice results. Have you in your classification taken into consideration the fact that a man like Dr. Ollivier has to be at the service of members of the House of Commons literally from morning until late at night and that he brings to bear on the problems submitted to him a special knowledge in a highly specialized field?—A. Yes.

Q. That his work is of vital consequence in the forming of the law of this country?—A. I agree on that.

Q. Is it fair to attempt to limit his salary range by classifications that apply to ordinary departmental routine?—A. Well, the classifications that apply to ordinary departmental business are not as high as that for departmental solicitor. The classification for advisory counsel in the Department of Justice is higher; and I might say that His Honour the Speaker is asking for a higher classification than \$4,620 for the joint law clerk of the House of Commons.

Q. No doubt the committee will take that into consideration.—A. Yes.

Q. Will you refer to the accounting branch as another staff?—A. Yes.

Q. What is the condition in the accounting branch of the House of Commons?—A. As regard the accounting branch of the House of Commons the facts are these: That under the re-arrangement provided in 1931-32 amendment to the Audit Act the staffs were placed under the Comptroller of the Treasury; and in the House of Commons there is a departmental accountant grade 5, Mr. Lemay, at a salary ranging from \$3,600 to \$4,140.

Q. Then, he is now receiving the maximum?—A. I would assume so, because he has been there for years. Then, there is an assistant departmental accountant grade 2, at a salary ranging from \$2,220 to \$2,700—that is Mr. Jarvis. On the Senate staff there is a chief accountant, Mr. Harrison, with a salary ranging from \$3,600 to \$4,140. His assistant is a departmental accountant grade 2 at a salary ranging from \$2,220 to \$2,700—that is H. B. Gilman, now receiving \$2,700.

*By Mr. Glen:*

Q. In the comparison of the chief accountants of the Senate and the house is there a difference of \$1,000 in maximum?—A. No, the chief accountant of the House of Commons receives \$4,140 maximum, and the chief accountant of the Senate receives \$4,140 maximum.

Q. And with respect to the assistants?—A. The maximum is \$2,700 for both of them.

Q. For both of them?—A. Yes.

*By Mr. MacNeil:*

Q. Is it within your knowledge that the chief accountant of the Senate receives a special allowance for special work in connection with the restaurant?—

A. I have understood that he gets a small allowance in connection with that.

Q. Do you know the amount of that allowance in connection with that?—

A. No.

Q. Do you know the authority under which that is paid?—A. I do not know under what authority it is given.

Q. What is the name of the assistant accountant in the Senate?—A. His name is H. D. Gilman.

Mr. GLEN: What are the duties included in that do you know?

Mr. MACNEIL: The signing of cheques, I presume.

The WITNESS: I understand that some allowance is made by the joint committee of both houses of parliament on the restaurant, out of the funds of the restaurant.

*By Mr. MacNeil:*

Q. What did you say the name of the assistant on the Senate side was?—

A. H. D. Gilman.

Q. Do you know that he receives extra remuneration?—A. Yes, he receives an extra amount of \$400 per annum.

Q. For what duties?—A. I could give you a statement on that.

The CHAIRMAN: That is a bonus?

Mr. GLEN: For what?

The CHAIRMAN: I do not know. I presume it is a bonus or gratuity of some kind.

Mr. GLEN: It would seem like a gift.

The CHAIRMAN: For cigars.

The WITNESS: Mr. Chairman, I have here a letter dated June 29, 1931, from the Clerk of the Senate which reads as follows:—

## THE SENATE

### CANADA

OTTAWA, June 29th, 1936.

DEAR SIR:—Mr. H. D. Gilman, one of the representatives of the Comptroller of the Treasury, in the Accounting Office of the Senate, for many years has been doing extra work for me as Clerk of the Parliaments. That work consists of writing the endorsements upon all Bills, preparing the list of Bills for Royal Assent, and, in cooperation with the Law Branch of the Senate, preparing in English and French the certificates for the certified copies of all Acts, for the King's Printer. This particular work requires patience and care, especially in dealing with Bills that have been amended. Mr. Gilman also prepares certified copies of Acts of Parliament as required by Departments of the Government, Courts of Law and by various financial and commercial companies in Canada.

This work is entirely separate and apart from Mr. Gilman's regular duties and entails many hours of overtime. The volume is not sufficiently large to warrant the employment of a Clerk on full time, and therefore I desire to make application to your Commission to authorize the payment by the Senate of a small sum in addition to Mr. Gilman's regular pay. This, I understand, can

[Mr. C. V. Putman.]



be done by the authority of Section 17 of the Civil Service Act. I shall be glad to confer with your Investigator at any time you may find convenient. I would be obliged if the additional remuneration could be made effective from July 1st, 1936.

Yours truly,

(Sgd.) A. E. BLOUNT,

*Clerk of the Senate.*

The Secretary,  
Civil Service Commission,  
Ottawa.

P.S.—I have discussed the matter with the Comptroller of the Treasury and he concurs.

(Sgd.) A.E.B.

*By the Chairman:*

Q. Now, Mr. Putman, did you get in touch with the Department of Justice in that regard? Did you submit that to the Department of Justice; or, did the commission do so?—A. No, we had no reason to submit that to the Department of Justice.

Q. You did not know, Mr. Putman, that the accountant in the Senate as well as the accountant in the House of Commons, are not under the control of the House or the Senate, as the case may be; but are under the control of the Minister of Finance?—A. That is absolutely true.

Q. They belong to an entirely different department than the Senate or the House of Commons.—A. I know that.

Q. And, as a matter of fact, they are in the same department, which makes it worse. Is it to your knowledge that many civil servants who work in one department also work for other departments and receive a gratuity from the other department, without being formally employed in that department? Did the Civil Service Commission ever make Mr. Gilman an employee of the Senate—before authorizing the Senate to pay him a bonus like that?—A. No.

Q. How could the Senate pay anything to him, he is not in its employ?—A. I have read the letter which leads to the necessary authorization.

Q. It is not that; you were authorizing that and you had to take due steps to see that it was arranged. It is just as wrong as the man I spoke to you about the other day. You will admit that that man Gilman is not an officer of the Senate?—A. He is now a part-time official of the Senate.

Q. A part-time official of the Senate; you have to say that on account of the salary which is paid to him; but, before he was appointed to the Senate, do you admit that, Mr. Putman?—A. No, because we issued a certificate for him.

Q. You issued a certificate of temporary employment?—A. We issued a part-time certificate, yes.

Q. A certificate of temporary employment?—A. No, a part-time certificate; issued under section 17 of the Civil Service Act.

Q. Will you read that certificate?—A. This is a certificate issued under section 17 of the Civil Service Act: "Department, Senate; Branch, Administrative; Name of Employee, H. D. Gilman; Title of Position, head clerk—part time; Salary, \$400 per annum; Position Now Held, Departmental Accountant—Department of Finance; Salary range \$2,220 to \$2,700."

Q. Are there many employees in the civil service who get paid by two departments?—A. Yes, there are a very considerable number of them.

Q. I would like to have a list of those, even if the investigation is over. I would like to have a list of those employees who receive money from more than one department.—A. There are a great many customs officials who are also immigration officials, to mention just one group.

Mr. SPENCE: Are they paid two salaries?

Mr. FOURNIER: Two salaries, yes.

Mr. SPENCE: Part of the time they are paid by one department and part of the time by another, I presume.

The WITNESS: Part time one department, and part time another.

*By Mr. MacNeil:*

Q. Is it not true that Mr. Gilman receives the maximum of his class now?—A. Yes.

Q. And he also is receiving the salary of that part-time position?—

A. He is receiving his full time salary as an official on the staff of the Department of the Comptroller of the Treasury, and he is receiving \$400 by way of an allowance for this extra work which he does for the Senate.

Q. And that supplementary assignment was not entirely in accordance with the provisions of the Civil Service Act?—A. Yes, absolutely.

Mr. FOURNIER: Wait a minute, I do not agree with you entirely as to your interpretation of the statute. You know that legal provisions are open to varied interpretation; one may read them one way, another may read them differently. There are two sections there, and if I read them correctly I disagree with you.

The CHAIRMAN: As I said before, we have no lesson to receive from any witness; they have only to give us the facts, not to give us a lecture.

Mr. MACNEIL: As I asked the question, it was, of course, my fault that this discussion arose.

The CHAIRMAN: It is no fault of yours, there is no fault by anyone.

*By Mr. MacNeil:*

Q. Mr. Putman, have you knowledge of the duties performed by the assistant accountant of the Senate as compared to the duties performed by the assistant accountant of the House of Commons?—A. Personally I have not a great deal of knowledge of that, no.

Q. In your classification will you take into consideration the fact that the assistant accountant of the house, as compared to the assistant accountant of the Senate, performs at least twice as much, if not three times as much work?—A. I would presume that the work in the House of Commons would be much heavier than it is in the Senate.

*By Mr. O'Neill:*

Q. Don't you know that it is?—A. That is all I say, I would presume it was.

Q. You presume that; it seems to me that it ought to be a matter of knowledge rather than one of presumption on your part?—A. I cannot know every individual and every position in the service.

Q. In the Senate there are 96 members while in the House of Commons there are 245 members?—A. That is perfectly true.

Q. And other factors enter into it also.—A. Possibly.

*By Mr. MacNeil:*

Q. How do you account for the discrepancy between the salaries paid to chief accountant and the assistant accountant in the commons?—A. What do you mean?

[Mr. C. V. Putman.]

Q. There is quite a gap between the maximum salary paid to the chief accountant and the maximum paid to the assistant accountant in the accounting branch of the commons?—A. I do not think that is an unusual thing.

*By Mr. Fournier:*

Q. How much is it?—A. The maximum of the assistant is \$2,700; and the maximum of the chief is \$4,140.

*By Mr. MacNeil:*

Q. But do you consider that adequate having in mind the duties required of the position of assistant accountant in the House of Commons; he is the official who is at the service of members of the House of Commons at all times, and the same classification is applied to him as applies to the ordinary routine in other departments? He has many special duties to perform. He has to conduct interviews with members of the house almost every day, and he is called upon by ministers and by members with regard to special problems.—A. From what I saw of the office of the accountants of the House of Commons when I saw it probably some ten years ago I considered that the maximum salary which was set at that time, \$4,140 a year, was good compensation for the job.

*By Mr. Fournier:*

Q. And do you consider \$2,700 good compensation for the position of assistant?—A. Very good compensation.

Mr. O'NEILL: I did not know until just a few days ago that Mr. Jarvis was not the head man in that office. As a matter of fact I would not know Mr. Lemay if I saw him; and as a further matter of fact, I have never seen him. Mr. Jarvis is the man with whom I have contact when I go in there, and to me he appears to be doing very important work. When I was sick and in the hospital two years ago he was the man who came out to visit me and bring me my cheque.

The CHAIRMAN: I will tell you that Mr. Lemay does good work, and the reason you do not see him is because he has a separate office.

Mr. MACNEIL: I am not criticizing Mr. Lemay at all; but the classification applied to the assistant. Does that apply to other departments? I would like to point out that the assistant accountant of the House of Commons has a great deal of extra work to do quite outside of the range usually contemplated by the classification for a position of that kind.

The CHAIRMAN: Oh, yes.

*By Mr. Lacroix:*

Q. What is the salary of Mr. Johnson, a lawyer in the Department of Finance?

Mr. FOURNIER: He gets \$5,500.

The WITNESS: I will have to get my classification book.

Mr. FOURNIER: He was appointed at over \$5,000, which is a minimum salary.

The WITNESS: The salary for Solicitor of the Treasury is \$5,400.

Q. What is the salary of Mr. Anderson, a lawyer in the Department of Transport?—A. Again, I will have to refer to the book.

*By the Chairman:*

Q. Bring your book here.—A. I do not know that I can tell from the book; I will try.



Q. Before you answer that question, Mr. Putman, was Mr. Johnson's salary established by the commission?—A. Mr. Johnson's salary was established for the previous incumbent of that position.

Q. Pardon me?—A. It was established a number of years ago for the then solicitor of the treasury, Mr. Viets.

Q. And Mr. Johnson enjoys the same privileges?—A. The same salary.

Q. He is a new man, of course?—A. Yes.

Q. Is he a K.C.?—A. I do not know.

Q. Is he an LL.D.?—A. I do not know.

Q. You did not take the trouble before his appointment to find out?—

A. I would not have anything to do with the appointment.

Q. You had nothing to do with his appointment?—A. No.

Q. But the position was not abolished when Mr. Viets left?—A. No.

Q. And the salary remained the same for any incumbent?—A. Exactly.

Q. Mr. Johnson got in there and received the same salary as his predecessor who had been in the department for a number of years?—A. Yes.

*By Mr. Fournier:*

Q. You know that Mr. Johnson was in there temporarily before he was appointed? You know that he had worked there in that department?—A. No, I do not know that.

The CHAIRMAN: How long?

Mr. FOURNIER: I think he worked a year or so in a temporary capacity.

The WITNESS: I do not know that.

*By Mr. Fournier:*

Q. You do not know that?—A. No.

*By Mr. Lacroix:*

Q. What is the salary of Mr. Anderson?—A. The salary of the solicitor and counsel, Department of Transport, is \$4,800 and up. I do not know what his particular salary is; I know it is higher than \$4,800.

Q. What about Mr. Fontaine of the Department of Justice?—A. I cannot tell you.

*By the Chairman:*

Q. There must be something in your book with regard to Mr. Fontaine.—  
A. The class senior advisory counsel, is one of those "and up" classes.

*By Mr. Fournier:*

Q. There is no maximum salary?—A. The salary for the senior advisory counsel is \$4,200 and up.

*By Mr. Lacroix:*

Q. Were those three lawyers classified by you?—A. They were classified by the commission, yes, in a class which had a minimum salary of \$4,200.

Q. As a matter of fact, they were classified by yourself?—A. No, I do not think so. They were classified—at least three of them were classified as senior advisory counsel in 1919 or 1920.

Q. You did not classify any of them yourself?—A. No.

*By Mr. MacNeil:*

Q. Is it true, Mr. Putman, that Mr. O'Connor's daughter is also employed in his office?—A. I do not know.

[Mr. C. V. Putman.]

*By Mr. Fournier:*

Q. Before we leave section 17—you have read it because you mentioned it this morning—the general principle is that there is no extra pay to anybody working in different departments in the absence of special authority of parliament? That is the section which reads:—

In the absence of special authority of parliament no payment additional to the salary authorized by law shall be made to any deputy head, officer, clerk or employee permanently employed in the civil service in respect of any service rendered by him, whether in the discharge of his ordinary duties of office or of any other duties which may be imposed upon him, or which he may undertake or volunteer to discharge or otherwise perform.

—A. Yes.

Q. That is the general principle?—A. Well, there is an exception to that.

Q. Certainly. The exception reads thus:—

Nothing in this section is intended to prohibit the payment to any officer, clerk or employee of a separate annual salary from each of two or more departments or distinct branches of the civil service in respect of separate duties performed for each of such departments or branches respectively, if one of such salaries is not sufficient to compensate him for his whole time,—

You admitted that \$2,700 was full compensation for this work, and he was well paid at that salary?—A. For the accounting work, yes.

Q. That section continues:—

—and if the aggregate salaries do not, in the opinion of the deputy head, concurred in by the commission, exceed reasonable compensation for the discharge of all the duties so performed.

You mentioned Mr. Gilman as receiving a reasonable salary for the work he has to do?—A. For the accounting work.

Q. And it is a full-time job?—A. I would presume so, yes.

Q. Now, if he is working in one department for \$2,700 and it takes all his time to do his work well, how do you reconcile this extra payment of money for work which the clerk of the Senate should be doing?—A. The information that we received from Mr. Blount was that Mr. Gilman was putting in a considerable amount of overtime.

Q. For work to be done by the clerk of the Senate. Read aloud what the gentleman says.—A. On the 14th July we wrote to the clerk of the Senate:—

I beg to refer you to the case of H. D. Gilman, in recognition of whose work in assisting you extra payment has been requested. It will be necessary for the commission to have on record a statement or estimate of the number of hours' overtime spent by this employee in this work. Will you kindly furnish me with this information?

to which Mr. Blount replied on July 15th:—

Your investigator, Mr. Hawkins, was here a few days ago, and consideration was then given to the extra work rendered by Mr. Gilman.

We estimate that two hours each day would be a fair average.

Q. You know that this gentleman, during the session, does as other sessional employees in the House or the Senate, work afternoons, nights and mornings; where is he going to get that extra time?—A. I do not know.

Q. What interests me, reading the extra work that he was to do—you mention work that should be done by the clerk of the Senate?—A. Well, I have no doubt it is work that should be done in the office of the clerk of the Senate.

Q. And they do not even give you the amount of extra money they are paying this man for the work?—A. Yes, we attached a certificate.

Q. For what amount?—A. For \$400.

Mr. MACINNIS: Mr. Chairman, I would like to say a word in this connection. It seems to me that we are going about it in the wrong way. I felt rather sorry for the bombardment that Mr. Putman was getting just now. It seems to me that that is not the way business men should deal with a matter of this kind. I think that what we should do is to ask for a complete report of discrepancies or differences in classification and in salaries, or anything of that sort, and when we have these reports, if any member of the committee has something in mind or he knows of a certain instance that is not in the report, it should be brought to our attention and a demand made that we have full information. Then we should sit around and calmly sift all these matters and make recommendations in regard to them. It seems to me that that is our function as a committee.

We have a little bit too much heat in regard to Mr. Putman and the commission. We should remember that the Civil Service Commission at the present time is in the process of changing from the patronage system that has been going on for years involving pull and favouritism, and all that kind of thing, to evolving a complete system of merit. I do not believe that anyone here expects they can do that immediately, or even in a short period of time. That demands constant attention in the direction of the merit system. And if we had all the information before us we could make sufficient recommendations to keep the commission busy in rectifying discrepancies of this kind until such time as the committee might meet again and make further recommendations to still build up the service.

The CHAIRMAN: I am 100 per cent with you on that, Mr. MacInnis. The trouble comes from the disorder that exists in connection with these reclassifications. It is a complete mess, and our duty now is to bring order out of that mess. That is our duty, and it is a tremendous task. It will be impossible for us to complete it this session, and that is why it is so necessary to have a permanent committee on civil service to look into all that business.

*By Mr. Fournier:*

Q. I suppose you will be called in to re-classify the law-clerks of the House of Commons?—A. Well, I will, or some member of my staff, yes.

Q. Are there any members of your staff who are experienced lawyers?—A. I have no lawyer on my staff, no.

Q. That is too bad. But you must have on your staff people who will take in what Dr. Beauchesne might say. He is an experienced lawyer.—A. Yes.

Q. He is the clerk of the House.

The CHAIRMAN: He is a K.C. and a doctor in law.

The WITNESS: Yes.

*By Mr. Fournier:*

Q. You have men on your staff who can follow advice once in a while and take in what Dr. Beauchesne said in 1932?—A. Yes.

Q. And take in what he will say now and what certain members of the committee will say?—A. Yes.

Q. We do not think the salaries paid to the law-clerks are sufficient for the work they are doing and for the qualifications they have. You take Mr. Ollivier's case. He is still a young man, and while he has not that good

[Mr. C. V. Putman.]



physique, perhaps,—he is not a tall man—we know personally that he is a very learned lawyer and a renowned writer in this part of the country. I would suggest that you pay a lot of attention to the reclassification of those positions.

The CHAIRMAN: Mr. Ollivier has the most remarkable personality.

Mr. GREEN: Are they re-classifying the whole House of Commons staff?

The CHAIRMAN: Yes. Just on that point, take pages 489 and 490 of our report. Who goes into the Department of Justice from the organization branch? Mr. Medland, who had some experience in banking and statistics before going into the department. And Mr. Hawkins was a jeweller at the time. He is a bachelor of commerce. They are the ones who rate the lawyers. When you come to the Department of Finance, the men are always well paid because perhaps the personnel of the commission expects to get something in return when they ask about an increase in their own salaries.

Mr. MACINNIS: Oh, well, that is not fair, Mr. Chairman.

The CHAIRMAN: I do not know.

Mr. MACINNIS: I think, Mr. Chairman, when you think that over, you will come to the conclusion that it is not fair.

Mr. SPENCE: There are many things we think, but it is not always wise to mention them.

*By Mr. Lacroix:*

Q. Have you anything to do with university appointments?—A. I have nothing to do with appointments or promotions.

*By the Chairman:*

Q. The duty of a lawyer is to defend the widow and very often a person who is absent. The Senate is not present here, and I desire to show the side of the Senate. There are just as many discrepancies against the Senate as there are against the House of Commons, which show that it is a complete mess, as I have said.

For instance, in the journals' branch, the chief of English journals, House of Commons, has a classification rate of \$3,600 to \$4,440.—A. Yes.

Q. The assistant has a salary of \$3,060 to \$3,420?—A. Right.

Q. The present salary of the secretary is \$3,000?—A. Yes.

Q. Do they have other help?—A. There is a clerk of orders and notices, and I understand they have certain sessional help in that office.

Q. Are they mentioned in there?—A. No, the sessional help is not mentioned.

Q. The lowest is the secretary of the branch who receives \$3,000. Now let us take the Senate. I am defending the widow and the orphans, which is the Senate. The clerk of English minutes of proceedings and journals has a classification rate of \$1,920 to \$2,400, or \$600 less than the secretary in the House of Commons branch, where there are three officials and a lot of help. Does he receive any help?—A. I do not know.

Q. I will tell you, Mr. Putman, for your own information, the answer is "No." Therefore, in the House of Commons there are three officials who receive, the first one, \$3,600 to \$4,440; another one who receives \$3,060 to \$3,420, and the secretary who receives \$3,000. In addition, they have some help. In the Senate there is only one man who receives no help and has a classification rate of \$1,920 to \$2,400. It shows that it is wrong both ways.

Now, Mr. Putman, will you please look at the information you gave me regarding units?—A. Yes.

Q. I will tell you, Mr. Putman, that this is absolutely shapeless.—A. Absolutely—

Q. Shapeless. It does not contain at all the information I asked for. You speak of 14,900 positions?—A. Yes.

Q. That you had to re-classify?—A. Yes.

Q. You tell me you could not give me any information about those 14,900, which I understand perfectly well; but what I asked you for was information concerning the 147 units.—A. Yes.

Q. I asked for that information from 1935 to date.—A. Yes.

Q. And for each unit. I asked for that information from 1935 to date, for each unit?—A. Yes.

Q. And I did not receive that?—A. Well, I did not understand that you wanted it by units.

Q. I want it by units, and what I want to know is the exact date of the first intimation that you received from the department for any re-classification of units.—A. Yes.

Q. It is very easy to make a compilation of 147 units. One unit, for instance, a request from any department to the commission, and the first intimation from the department on such a date. I want to have at the same time with the unit the total number of people comprised in that unit. One number showing the total number, then the time when the re-classification was made and the department notified of it.—A. Yes.

Q. That is what I want.—A. Mr. Chairman, that is just exactly what I have given to you.

Q. You did not give it to me for 1935, 1936 or 1937.—A. I told you at the time I prepared this that I only had those figures ready for 1937.

Q. It is not that; I want to know how long it takes you to do your work. It is very easy to do that. You have only to take a file and find the first letter that you received from the department, and there is the stamp of the commission on that. You know that. You have only to record the date that is indicated on the stamp of the commission.—A. I know, Mr. Chairman, that I had three people working on this for three full days.

Q. Well, they do not know how to work and we will have to teach them also how to work. They do not know how to work, and they have made a mess of it. I want that, and I want that for Monday, without fail. I could do that myself in an hour or two, any member of the committee could do that in an hour or two. But when you do not want to give us any figures, you say it is impossible to secure them. I want it, and I want it Monday morning, without fail.

Mr. GREEN: Mr. Chairman, there is no suggestion that Mr. Putman did not want to get these figures, surely.

The CHAIRMAN: No, there is no suggestion, but there is a dilemma. You say it is just as bad for you as "median" was for me. If it had been median line I would have known.

Mr. GREEN: I wonder if Mr. Putman understands now what you want.

Mr. GLEN: Mr. Chairman, may I suggest that you tell Mr. Putman what you want in a calm tone of voice, because, really, if I were asked for something in that tone of voice I would not understand what you were talking about. I have been trying to follow you, but your voice is so loud and your words spoken so quickly, if he got them he is a better man than I am.

The CHAIRMAN: Well, Mr. Glen, if I had had enough time, I would have taken lessons in diction, but unfortunately so much of my time was taken up with my own work. But I know how to do my work, and you members of the committee know how to do your work, and we will have to teach the Civil Service Commission how to work more speedily.

Mr. GREEN: In future, Mr. Chairman, you might whisper what you want.

The CHAIRMAN: We will have to tell the Civil Service Commission how to work in order that they may proceed in a better and more rapid way.

[Mr. C. V. Putman.]

Mr. GREEN: That is better.

Mr. MACNEIL: That is fine.

The CHAIRMAN: I had to say that in order to show that I have at least some degree of personality.

Mr. GREEN: Mr. Chairman, I wonder if Mr. Putman understands what it is you want him to furnish.

The WITNESS: May I ask one question, Mr. Chairman?

The CHAIRMAN: Yes.

The WITNESS: If I supply the information the same for 1935, 1936 and 1938 as I have supplied for 1937, is that what you want?

*By Mr. Fournier:*

Q. Have you 147 units down in that report?—A. I think so.

Q. And have you the dates?—A. The date that we received the request from the department, the date that the commissioners approved it and the date of the report of council.

Q. And the number of people involved. That is only for the year 1937?—A. That is only for the year 1937, yes.

Q. You could get that for 1935, 1936 and 1938?—A. Yes.

*By the Chairman:*

Q. Will you please do that?—A. Is it all right as far as 1937 is concerned? Is that what you want?

Q. Yes. I want to know if "date received" means the first intimation that you received from the department?—A. Right. And the date of the approval of the commission, of the report to council or sent to the department, and the date indicated?

Q. Yes.—A. And the number of positions on the right hand side and the investigator on the left hand side.

Mr. GLEN: Have you got that right?

*By the Chairman:*

Q. Yes, but I would like to have also the number of approvals. There are certain positions, take for example, the National Research Council division, January, 1928, report to council, 22338. I would like to know the date received between paragraphs, the number of requests, just one figure, from the National Research Council division. And afterwards the number of approvals.—A. The National Research Council, Mr. Chairman? We have not any—

Q. The Treasury, National Research Council division.—A. Oh, the Treasury.

Q. This is just an illustration.—A. Yes.

Q. The National Research Council division.—A. Yes.

Q. January, 1928.—A. Yes.

Q. Then, between paragraphs, the number of requests from the department, just the number. And afterwards 18-3-38 approved. The number of approvals.—A. Mr. Chairman, I cannot have that by Monday. That means I have got to go through every single report and abstract that information. It is a long job.

Q. It is just a matter of calculation which may take some time.—A. Yes.

Q. I do not want anything more than those two figures.—A. Yes.

Q. On those. Afterwards I would like to have the same information for 1935 and 1936.—A. All right, I will get it.

Q. For the calendar year, 1937, how many persons in the service got a salary increase through an organization change, not by promotion, in which



you disapproved in writing of the organization change or re-classification?—A. As a result of a reorganization, when there is a classification change, the employee gets the higher-grade by promotion. There must be a promotion certificate issued. It is not done just as a matter of re-classification of a position.

*By Mr. Fournier:*

Q. People may be re-classified and receive a higher salary?—A. People may be re-classified. Supposing the classification of a position is changed from clerk, grade 2 to clerk grade 3; in order for him to get the clerk grade 3 salary, a promotion certificate must be issued.

Q. But you may change the classification of a man without speaking of the grade, and he will remain at the same salary?—A. It would be unusual unless the maximum of the class in which he was placed was the minimum of the next higher class.

Q. If you re-classify a man, give him a new title, new duties, and so forth, he is still at the same salary because he was at the maximum of the class he occupied, and this is a new classification?—A. Yes.

Q. If you left the salary at the same rate?—A. Oh, yes, of course, if we left the salary at the same rate.

Q. That does happen?—A. On occasions, yes.

*By the Chairman:*

Q. Now, Mr. Putman, I will make my question clear by telling you that it refers not to promotions but only to organization changes or re-classifications. According to your memory, during the last calendar year, how many persons in the service got a salary increase through such a change in which you disapproved in writing? How many persons in the service got a salary increase when you disapproved of it in writing?—A. I do not recall any offhand; there may have been certain cases.

Q. Well, if there were none, it would appear that either you agreed with every recommendation placed before you or that you so altered those recommendations that no one got an increase in face of your disapproval?—A. No, that is not exactly the way we work, because in very numerous instances when an investigator is working in a department, either myself or Mr. Gilchrist will keep in touch with that situation and we discuss in more or less detail the situations which arise. If we see things where we think the investigator is going wrong, we will discuss them and arrive at a mutual understanding in connection with them.

Q. It comes to what I said, that the recommendations are altered at times on your suggestion?—A. I think on occasions that might arise, and on other occasions it is reached by mutual agreement between myself and the investigators or Mr. Gilchrist and the investigators.

Q. I do not discuss the mutual understanding; but an investigator comes with a recommendation, you do not entirely agree with that and you suggest a change, as you have a perfect right to do.—A. Yes; I think there are occasions on which that has happened.

Q. Then no one really gets an increase in face of your disapproval?—A. Oh, no, because that will go before the commissioners for decision.

Q. Yes; but you said before that the changes made by the commissioners were one or two per cent of your recommendations, and they came from the departments as well?—A. If it comes from the department—

Q. They came a number of times; that is your evidence?—A. Yes.

[Mr. C. V. Putman.]

Q. Now, I except from my questions the Department of Mines and Resources and the major positions in the Department of Transport, those were done by the departments themselves; now, Mr. Putman, you show your recommendations to Mr. Foran?—A. They go to Mr. Foran, yes.

Q. They have to go to Mr. Foran?—A. Yes.

Q. And Mr. Foran either agrees with them or disagrees with them?—A. Yes.

Q. And if he agrees with them they go to the board?—A. Yes.

Q. And if he does not agree with them they are returned to you for a change to be made in accordance with Mr. Foran's suggestion?—A. Never, to my knowledge. Mr. Foran on numerous occasions put his own observations on the files, but never to my knowledge has Mr. Foran given me instructions to change one of my memoranda.

Q. I did not mean that Mr. Foran gave you instructions, I do not think I said so; but I mean that when you submit your recommendations to Mr. Foran if he does not consider them satisfactory he returns them to you with a note in his hand which is not dated—initialled but not dated—suggesting you do something?—A. On occasion Mr. Foran has drawn attention to cases where he thought that we were taking the wrong attitude or making the wrong recommendation and we have reconsidered it on certain occasions and perhaps changed it or on other occasions there has been no change made.

Q. Yes, yes; but when there was no change made it was because you gave satisfactory explanation to Mr. Foran?—A. Yes.

Q. And it went to the board with Mr. Foran's recommendation?—A. Right.

Q. Well now, from what I have learned from the evidence there are two men with the commission, Mr. Foran and yourself, who really control the destinies of some 40,000 civil servants, and have done so since you took over the work in 1920 or 1921?—A. I would not say that. Every bit of work that I have done has been subjected to both the criticism and the approval of the commissioners.

Q. Yes; in one or two per cent of the cases and at the request of the department; and therefore in 98 to 99 per cent of the cases everything is done according to your suggestions and those of Mr. Foran. The evidence is there. Who signs the report of the investigations when the investigations come to the board of commissioners, is it not the investigator?—A. The investigator, no—the investigator initials the report and it is signed by the chief of the organization branch, or the assistant chief.

The CHAIRMAN: Yes.

Mr. GREEN: Do all of these reports go to the commission?

The CHAIRMAN: Oh, yes; but the commissioners in only 1 or 2 per cent of the whole cases, according to the evidence given by Mr. Putman.

Mr. GREEN: That is a pretty good recommendation for his work.

Mr. BROOKS: They had the privilege of disapproving—

The CHAIRMAN: Will you please let me continue?

Mr. BROOKS: Certainly.

*By the Chairman:*

Q. Would it not be better to have the investigation signed and then indicate your comments, either approval or disapproval, in which latter case reasons should be given if you are disapproving, in order that the board should see why you differ with your men?—A. That has not been the practice.

Q. Yes; but as it is now the members of the board see only your report, with Mr. Foran's recommendation?—A. I have never, Mr. Chairman, changed a report of an investigator which was placed before me, or instructed an investigator to change his report.

Q. But there is separate memorandum made in each case?—A. Yes.

Q. And the memorandum is made by the investigator?—A. It is made by the investigator, yes.

Q. And a memorandum by you?—A. Yes.

Q. And that report does not show what was the first—in cases of certain differences of opinion between you and the investigator the report which is addressed to the commissioners does not show that?—A. That is perfectly true.

Q. It is on file, and the commissioners would have to peruse all the file to see the original report of the investigator to compare it with your own? I have done so myself, but I do not do so for hundreds of cases—it would be physically and materially impossible. Now, Mr. Hunter appears before the board to discuss disputed cases?—A. On occasion, yes.

Q. Should this not be the procedure with all departments?—A. Well, if there is no dispute there is no object in a departmental officer appearing before the commission.

Q. Yes; but Mr. Hunter does so when an investigator proposes to report adversely; why should not the other departments have a representative appear before the board with the investigator to present each side of the case?—A. The department is always given an opportunity to do that.

Q. You know very well that it is not done in most cases?—A. No, but in a great many cases a copy of the report is submitted to the department before the commissioners act on it at all, the department is given an opportunity to reply to all cases where they do not consider we have taken the right action.

Q. Do you agree that it would ensure fairness and uniformity to do that?—A. There would be no objection to it at all.

Q. But on the other hand, where the departments notified that such procedure was accepted by the commission?—A. I am not sure as to that, but every department knows that if at any time they want to appear before the commission, the commission is always open to them.

Q. I asked you— —A. I do not know that there has been any specific circular sent to the departments in that regard, but I would rather imagine there was.

The CHAIRMAN: Well now, let us take your classification book which was forwarded to each member of the committee; and I would suggest to you, gentlemen, although it is a very dry matter, that you have a look at that, and you will see many things in it that are in line with what has been said about the Senate and the House of Commons.

Mr. GREEN: There is one point Mr. Putman mentioned which I would like to take up with him.

*By Mr. Green:*

Q. Would it not be a wise thing for you to send the original report of the investigator to the commissioners when you submit your recommendation?—A. The original report of the investigator is always given to the commissioners.

Q. With a memorandum?—A. Yes.

Q. I understood you to say that the original report of the investigator did not go to them but that you sent a memorandum?—A. Oh, no, the original report of the investigator does go to them.

*By the Chairman:*

Q. At page 25 of this book there is the position of assistant secretary, Department of Transport, with a salary ranging from \$3,120 to \$3,720; and at the list above there is, assistant district administrator and factory manager with a salary having a minimum of \$3,120 and a maximum of \$3,600. There is no difference in the minimums but there is a difference of \$120 in the maximums.

[Mr. C. V. Putman.]



How are you able to measure a man's value so closely as to justify such a slight change in salary as is shown there?—A. I think, Mr. Chairman, if you would look, you would find that this assistant district administrator and factory manager is assistant to a district administrator in a certain district, and it is quite probable that the salary range fits into it in a somewhat logical manner. I quite admit that we cannot gauge the salary maximum to within \$200 or \$300 but nevertheless, when we take them by series—when you look at that in this way, it looks to be out of line, but when you get your series together it looks quite logical.

Q. Well, on the same page, the chief clerk of committees of the Senate has a minimum of \$3,600 and a maximum of \$4,440, then immediately underneath there is chief, naturalization branch, who has a higher minimum, \$3,660 and who has a lower maximum, \$4,200; therefore, the Senate gentleman starts at \$3,600 while the chief of the naturalization branch starts at \$3,660, \$60 more at the start; and the chief of the naturalization branch receives only \$4,200 while the Senate gentleman reaches \$4,440. How is it that that man has less when he starts and that he has more when he reaches the maximum?—A. Again it is a question of the different services and a different series of classes.

Q. There should be more uniformity in that?—A. There is another distinction there and that is in respect to the difference in duties between the position of chief clerk of the Senate and chief of the naturalization branch; the duties of the two positions are as different as day is from night.

Q. Yes, but which is the more important of the two?—A. I would say that the chief clerk of the committees of the Senate is the more important position of the two.

Q. Therefore you are unfair to him when he starts his work, because he has less than the other one but you say his work is more responsible— —A. Mr. Chairman, we have to take these—to fairly analyse these we would have to take them in series—

Q. No, seriously. I think that absurd. I tell you honestly I find it absurd; that a man should have less in the beginning for his work and afterwards more; and they are very close, even in this book—one follows immediately after the other. Then, there is the chief of the French journals who has a minimum of \$3,600 and the same maximum as the Senate gentleman?—A. Yes.

Q. And his maximum is \$4,140, less than the other; and these three are together?—A. Yes.

Q. You will see that, gentlemen, at page 25. In other words, you measure the values to a point representing about  $1\frac{1}{2}$  per cent of their salaries. Do you consider that from that angle? You measure the value of services of this kind to a point of a fraction of  $1\frac{1}{2}$  per cent of their salaries?—A. I do not know what you mean, Mr. Chairman.

Q. I mean that one has but to look at that and he will see at once—I do not see how one can establish differences like that. It is above my mind. It is above my capacity to understand it.

Mr. MACINNIS: It might not be above the minds of those who are doing the classifications.

The CHAIRMAN: I have not had very much experience along this line and he is an expert; I am not, I am just a novice but he is an expert and I am not.

*By the Chairman:*

Q. How could any investigator arrive so closely at an appreciation of a man's value, or the value of his position?—A. As what?

Q. Do you really think that an investigator could come so closely to an appreciation of the work?—A. I said with respect to salaries over \$3,000, I did not think we could come closer than \$300 one way or the other.

Q. Then, on page 26 there is the position of secretary to the Board of Grain Commissioners?—A. Yes.

Q. The minimum is \$3,720 and the maximum is \$4,620?—A. Yes.

Q. And the rank is 7?—A. Yes.

Q. Now, will you look at that page and tell me about the men who are ranked 8th, one rank above that?—A. Yes, sir.

Q. Who are they?—A. There is the assistant director and secretary of the National Gallery of Canada; there is assistant secretary and chief of personnel, Department of Mines and Resources—there is a list of about 40 of them.

Q. Yes. Well now, do they not get a maximum salary of \$600 a year less?—

A. You mean those in rank 7 get less than those in rank 8?

Q. No, I mean that rank 8—you see there the Canadian Pensions Commissioner?—A. Yes.

Q. The secretary to the Board of Grain Commissioners is ranked 7?—A. That is right.

Q. He has a minimum of \$3,720?—A. To a maximum of \$4,620.

Q. And the Canadian Pensions Commissioner has \$3,420?—A. Yes.

Q. He has one rank above the other and yet he received \$300 less minimum salary?—A. Yes.

Q. Now, what is the maximum there?—A. The one is \$4,620 and the other is \$4,020.

Q. It is \$4,620, and in 7?—A. As a matter of fact, Mr. Chairman, the clerk who was responsible for drawing this up made a mistake in leaving the secretary of the Board of Grain Commissioners in rank 7; he should be in rank 8.

Q. Oh, but you just say that; before that you agreed that it was rank 7?—A. Yes.

Q. And it was prepared very carefully. I am studying the book very closely because I may need to use it when I apply for the job of an investigator to investigate your own work?—A. That is fine.

Q. Which I am doing now? And according to your book, as it is, there is one man with one rank who is receiving \$600 less maximum, and \$300 less minimum than the other fellow who is one rank less.

Mr. FOURNIER: That should be ranked 8 instead of rank 7.

The CHAIRMAN: Yes, but it is not now.

Mr. FOURNIER: No.

The CHAIRMAN: Give me a chance, Mr. Fournier, because I have still a matter to show you.

*By the Chairman:*

Q. Will you please tell me about rank 9 there?—A. I think, Mr. Chairman, I should explain that this is only used for office purposes.

Q. Yes, exactly; and we put our nose into that to see how rotten it is; that is it. Now, will you go to rank 9—and, gentlemen, do not tell me that is impossible, I know what I am saying about it—tell us rank 9 please?

Mr. FOURNIER: Minimum and maximum?

The CHAIRMAN: No, no, the positions. I want you to see that; I am just completing my education.

Mr. BROOKS: Along some lines.

Mr. SPENCE: You will have so much knowledge in your head that it will not be able to contain it.

The CHAIRMAN: I thank you very much, Mr. Spence; I know I did not deserve your compliment, but you have been very kind to me. I am just a junior student in the big book.

*By the Chairman:*

Q. Consider that rank 9, Mr. Putman?—A. I do not know what you want me to tell you.

[Mr. C. V. Putman.]

Q. I ask you, what are the positions in the book in rank 9? I have already asked you about rank 8.—A. Do you want me to read them?

Q. Yes?—A. They include assistant clerk of the House of Commons, assistant clerk of the Senate, assistant deputy minister of the Department of Transport, assistant deputy minister of the Department of Agriculture, assistant deputy minister of the Department of Finance, assistant deputy minister of the Department of Labour, assistant deputy minister of the Department of Pensions and National Health, assistant deputy minister of the Department of Public Works, assistant deputy minister of the Department of Trade and Commerce, assistant secretary to the Governor General—

Q. And so on; there is an assistant deputy minister of the Department of Pensions and National Health?—A. Grade 1, yes.

Q. Is that grade 1 in rank 9?—A. Grade 1, district administrator in the Department of Pensions and National Health, grade 1.

Q. Grade 1?—A. Yes.

Q. And is there a grade 2?—A. Yes, there is a grade 2, a grade 3 and a grade 4; grade 4 carries a maximum of \$5,700.

Q. Yes, exactly; but they are all in rank 9?—A. That is correct.

Q. The district administrator of the Department of Pensions and National Health grade 2, has a minimum of \$3,720?—A. Yes, and a maximum of—

Q. Just a minute; it is the same thing, the minimum is the same thing as the minimum of grade 7, the secretary of the Board of Grain Commissioners?—A. That is correct.

Q. And the maximum is \$4,140?—A. Yes.

Q. And the maximum of the secretary of the Board of Grain Commissioners is \$4,620, or \$600 more?—A. That is right.

Q. Therefore here is a man who is two ranks above the other fellow and yet he receives a minimum which is the same and a maximum which is \$600 less?—A. That is correct.

Q. That shows you the farce of the whole thing. That is all for that part of it, Mr. Putman; I thank you.

The WITNESS: Mr. Chairman, I have two documents which I would like to file which you asked me for.

The CHAIRMAN: Yes, if you please.

The WITNESS: The actual promotions effected during the year 1933 during the time the ban was on numbered 59 and the actual promotions during the year 1934 during the time the ban was on numbered 94.

The CHAIRMAN: Thank you.

*By Mr. Fournier:*

Q. You have completed the organization of every department and branch of the civil service I understand. Under section 9 it provides:—

The commission shall, after consulting with the several deputy heads, the heads of branches and other chief officers, prepare plans for the organization of each department and of each branch or portion of the civil service, such organization to follow, as far as possible, the same general principles in all branches of the civil service.

As soon as the plan or organization is completed for any branch or portion of the civil service, such plan of organization shall be submitted for the approval of the Governor in Council.

Have you done that?—A. Pretty generally we have for every section of the service, but unit survey or some other method.

Q. That means that you have made 147 unit surveys?—A. We have made more than that. There would be more than 147; yes.



Q. Is it full completed?—A. You see, there are 80 units alone—I should say 100 units in the Post Office Department alone. Each city post office is a unit. Each customs office is a unit. So that there would be more than 147 units.

Q. And after you completed this organization work it was approved by the Governor General in Council?—A. Every time that a change has been necessary it has been approved by the Governor in Council.

Q. And after you approved of the reorganization of these units you proceeded to reclassify the positions in each unit?—A. Of course, the unit surveys have only been in effect for under three years. We have not covered the whole of the service yet.

Q. At the head office here of the Post Office Department have you completed that reclassification?—A. I think with the exception of three or four units it has been completed or is in the course of being worked out at the present time.

Q. I am receiving complaints that there are some of these people there in the Post Office Department head office who have not seen an organization branch investigator since you worked on the units and that they are still waiting. They are recommended for reclassification, but nothing has been done for the last three years? I do not like to give out names.—A. Could you give me the names privately, and the units, and I will look into it for you.

Mr. FOURNIER: I have a few names up stairs which I can show you.

The WITNESS: All right.

Mr. FOURNIER: I would like that thing corrected there.

The CHAIRMAN: Thank you, gentlemen.

The committee adjourned at 12.55 p.m. o'clock to meet again at 4 p.m. this day.

---

The committee resumed at 4 p.m.

The CHAIRMAN: Before we proceed to hear the representative of the Legion and the Amputation Association, I must tell you that there was a little confusion in my mind about civil service associations that we were to hear. My understanding was that we were to hear the Professional Institute, the spokesman of which is Mr. Beauchamp, and another association of which Mr. Phelan was the president and Mr. Knowles the secretary. However, I have just been told by Mr. Knowles that his association represents five thousand employees, and it is entirely different from the association which Mr. Phelan represents.

Therefore, gentlemen, I presume that if on Monday we are through with the Legion you will have no objection to giving an hour to the civil servants, in order that we may hear the representatives of the main civil service organizations.

Mr. MACNEIL: Agreed.

The CHAIRMAN: You have some notes from a very considerable file which was tabled in 1931 at the end of the session and of which no one has ever heard. It is my intention to point out right now that it does not apply only to returned men from abroad, but it includes many civilians who have come from different countries to the service and who amounted to over 13,000 some years ago.

This is for your information, and I am going to give a copy to the press. It is a résumé of the whole file.

[Mr. C. V. Putman.]

Mr. GREEN: I think it should be made clear, Mr. Chairman, that that includes those born within the Empire.

The CHAIRMAN: Those born within the Empire and other countries as well.

Mr. GREEN: It uses the words "foreign-born."

The CHAIRMAN: The expression in that is "foreign-born in the employ of the federal government of Canada." It was mentioned as a note that it meant "born outside of Canada."

Mr. GREEN: Because some of the branches of this statement are divided into those people born within the Empire and those born elsewhere, but it does not go right through.

The CHAIRMAN: I mean born outside of Canada. That is the explanation that was given by the minister in tabling that report, which is quite extensive, as you will see. But it belongs to the House.

Mr. GOLDING: This was 1931, August 31st?

The CHAIRMAN: In 1931. I did not have the latest figures, and it took me nearly the whole session of 1931 to compile them, because the question was asked on April 27, 1931, and the answer was given on July 31, 1931.

Mr. MACNEIL: Mr. Chairman, the point raised by Mr. Green is very important. I know, for instance, the Secretary of the Minister of Labour was born in Turkey, but he is a Canadian whose parents were Canadians.

Mr. GREEN: I think it would be unfortunate if this statement were sent out across Canada through the press as it stands, because obviously it might be misinterpreted. I daresay practically all of that number were born in the Empire or are Canadians who were born abroad.

The CHAIRMAN: Exactly, Mr. Green, but this is an official document. There is no secret attached to it.

Mr. GREEN: No, but the summary is not an official document.

The CHAIRMAN: No, but it is a compilation made by me from an official document according to the figures in that document which anyone can see.

Mr. MACNEIL: Could you, Mr. Chairman, in your capacity as chairman, indicate that "foreign-born" includes Canadians born abroad and those born within the Empire?

The CHAIRMAN: It means anybody born outside of Canada. That is the explanation that is given there. I will not give it to the press if—

Mr. GREEN: The point is whether a man is a British subject or a Canadian citizen.

Mr. GREEN: All of these would be Canadian citizens, would they not?

The CHAIRMAN: Most of them, because very few were employed before they were naturalized, of course.

Mr. SPENCE: Mr. Chairman, before you start, I would like on a question of privilege to say a word or two. I do not wish to detain you more than a second or two, but sometime ago I made a statement about the class of employees in the Toronto post office. I think Mr. Nelson was in the back of the hall, and I think he said he could make a report on that and report immediately afterwards. I was waiting on Mr. Nelson coming for examination, and I have been waiting for him for the past five or six days. This morning a report came in during my absence from Mr. Underwood, and he claims that at the present time—

The CHAIRMAN: Here it is.

Mr. SPENCE: Yes, I saw it a moment ago. He claims there is no one working in the Toronto post office at the present time who has not passed the necessary examination. I was not talking of that, I was talking about the extra employees

that were taken on at Christmas time. There was an army of them there. I am not stating that on my own, I was told by one of the employees of the post office, and those who were on the eligible list could not get a job because there was a bunch of foreigners there. I am not making this statement on my own; it is a statement of one of the employees of the post office.

The answer to that by Mr. Underwood does not answer my question at all. He says that to-day there are no employees who have not passed the necessary examination. I am not denying that, but I know there was an army of people working there at Christmas time and no one knew where they came from. They kept them on for months afterwards, and they had not passed the examination. That is what I am told by a reliable employee of the post office.

Mr. GOLDING: How big an army?

Mr. SPENCE: An army of about forty or fifty. They did not need to be there at all. Mr. Underwood makes a statement that there are none to-day that have not passed the examination. I do not doubt that, because it is a long time since last Christmas. It is pretty near six months. That is not an answer to the question I asked at all, and I am not prepared to accept it from Mr. Underwood or anybody else. I asked about the condition of the post office at that particular time.

The CHAIRMAN: I thank you, Mr. Spence, for what you have said, and this morning I called at your room but unfortunately you were not there.

Mr. SPENCE: No, I was out this morning chasing shadows and trying to do something for somebody but did not succeed.

The CHAIRMAN: As the statement had nothing in it offensive to you—

Mr. SPENCE: Oh, no.

The CHAIRMAN: —I gave that to the committee this morning.

Mr. SPENCE: Mr. Chairman, there is absolutely nothing in the statement whatever. We might as well let it drop because you will never get any information from the civil service.

The CHAIRMAN: Mr. Spence, the remarks you have just made will be forwarded to the Post Office Department, and I will ask them to complete their statement in accordance with what you have said. Are you satisfied with that?

Mr. SPENCE: It does not matter to me whether you drop it or not, Mr. Chairman.

The CHAIRMAN: No, no; I want you to have every satisfaction in that respect. I will write the Post Office Department and ask them to complete their answer in order that it will satisfy you.

Mr. SPENCE: I want to know the condition of affairs at Christmas time or for one or two months afterwards. I was not talking about this time of the year at all.

The CHAIRMAN: As soon as the report is ready I will send a copy of it to the department.

Mr. GOLDING: Get a report on that in 1930.

Mr. SPENCE: This playing politics is no good to me because I have never got any benefit out of politics since I entered it away back in 1930. I say that both with respect to myself and those in charge of things for me in Toronto. I can say that there never was a Liberal who lost his job through me; as long as a man fulfills his job properly I will leave him there, I do not play politics.

The CHAIRMAN: And that is what everybody is saying about you. And, I do not want to play politics in the committee, and I know that no member of the committee wants to play politics here either.

Mr. SPENCE: There is a lot of difference between what I am interested in and the observation the member made about what happened back in 1931. That is playing politics and I say it is not in good taste.

[Mr. C. V. Putman.]



The CHAIRMAN: I have nothing to do with that.

Mr. SPENCE: Mr. Chairman, I meant no reflection whatever in so far as you are concerned. You have done an enormous amount of work in this committee. You have gotten information for us that we would not have obtained through any other channel; however, I do think that at times we go a little too much into detail and that is not the purpose for which we are here.

The CHAIRMAN: I want you to be satisfied, Mr. Spence, even if they have to work day and night in the Post Office Department to get that information out for you. I want every member of the committee to be satisfied with the information that he asks for. That is my stand, so far as you are concerned, gentlemen, you are all equal with me.

I will now ask Colonel Baker to come forward.

Mr. GLEN: Before you leave that; I would not want that statement to go out as it stands now.

The CHAIRMAN: I will tell you, it will not go out now. We may use it later on and the press can be given it then.

Mr. GLEN: All right.

Lt.-Col. E. A. BAKER, O.B.E., M.C., Member of the Dominion Executive Council of the Amputations Association of the Great War, and secretary-treasurer of the Sir Arthur Pearson Club of Blinded Sailors and Soldiers; and

RICHARD MYERS, Honourary Dominion Secretary of the Amputations Association of the Great War, called.

The CHAIRMAN: Now, gentlemen, it is my privilege to introduce to you Colonel Baker who represents the Amputations Association. He is welcome here. He is president of that association, and he is accompanied by Mr. Myers, secretary of the association. We are to have a few introductory remarks by Colonel Baker and then Mr. Myers will present the brief for the association, a copy of which has been supplied to each of you.

Will you please proceed, Colonel Baker? Sit down, if you wish to, please.

Col. BAKER: I think that possibly I prefer to stand, sir; if I may.

The CHAIRMAN: Make yourself just as comfortable with us as you possibly can.

Col. BAKER: Thank you very much.

Mr. Chairman and gentlemen: First may I say that we esteem it a very great privilege to be permitted to come and meet with you in this way to-day. I think probably this is the first opportunity that has been given for such a discussion, particularly as to the veterans' preference and more especially the disabled veterans' preference so kindly granted by Canada during the war.

In approaching you to-day we have in mind that there have been some misunderstandings as to the inception and some of the reasons for establishing the veterans' and disabled veterans' preference; and in that connection I would like to preface the reading of our statement—which will occur in a moment when I will ask Mr. Myers formally to present it to you—I would like to preface that by just a few thoughts that have come to me in past years as this question has been discussed. In the autumn of 1914 a great many prominent people and those not so prominent in this country spent much time and effort in presenting to the citizens of Canada and particularly to the young men the fact that it was their duty to serve their country in time of war; and as a result of these representations altogether during the period of the war some 600,000 men, for the most part employed, surrendered voluntarily

their positions and served the state in its armies. Now, during the war and in view of the absence of these men who had been drawn from employment in the civil service of this country, and of the various provincial and municipal government bodies, and of private employment and from independent activities on the farm and elsewhere—as a result of these withdrawals others in the community had to step in and take their places or in some cases do double duty. At the end of the war those who survived came back, less some 60,000 who were not privileged to return to us. Now, of those who were privileged to come back, we now have on our pension list ranging from the smallest recognized disability up to the greatest some 79,000. Those men, I say, returned. Those who were fit found it necessary to find places again in the working life of the country, but they found that during their absence their places had been taken by others—men, but to a large extent by women who were introduced into business life and even into industries light and heavy to an extent never known in this country before. When the men returned it became evident that those who had secured positions as a result of their absence were not generally stepping out of those positions to make way for the men returning; and therefore this country was faced with a very difficult problem, that of re-absorbing these men into the life of the country; and that at a time when war-time industry was closing down. And to aggravate the problem still further we had these thousands of men who might formerly have been bricklayers, stone masons or other active tradesmen requiring certain physical capabilities. A large number of these men were disabled to the extent that they were not able to return to their previous occupations and it became very difficult and a distinct problem recognized by the government and the country as a whole, that something had to be done in the way of vocational training and vocational guidance, and a great deal of educational work was done in this country with the expenditure of quite a bit of money on trying to re-introduce these men into the working life of the country in jobs which they could still do in spite of their handicaps. Now, in all that the finest possible spirit was shown by the government and the people of this country; and that is something the veterans of this country will have reason to be proud of and grateful for for the whole of their lives. Then as time went on we began in groups of veterans to study the situation and we were forced to a realization that there were some of our men who were still not placed. Now, I must admit that in the earlier post war years we were not as fully aware of conditions existing as possibly we should have been. I suppose that was because we were all so much engaged, each in his own sphere, making good ourselves; but as time has gone on we have had borne in on us the problems affecting these other men. At the same time we have been just a little disturbed in our minds by evidences of misunderstandings and misapprehensions that have been expressed in public about disabled men who may be earning and at the same time drawing a pension from the country.

Now, let me just say this word about that feature of it; the men who went overseas were on the average fit men, and on the average young men; but those who came back with disabilities were awarded pensions by this country under the general labour market according to their lost disability in the general labour market. All these pensions for the lower ranks of officers and other ranks also were on a uniform basis; but such pensions were in the nature of workmen's compensation for actual disability as enumerated in the Pensions Act. From a number of public sources it was clearly indicated that these men should be encouraged to work so that we should not have in this country 60,000 to 75,000 or 80,000 idle men on that pension, and so an effort was made to get them into employment. Now, regarding the man with a partial pension; and after all we have comparatively few in this country with high pensions—I do not think we have among all of our pensioned veterans a quarter of the total who would be considered

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]

as having a high pension. As a result, however, of the suggestions which have been made, I do feel impelled to bring this to your attention: if the man who is partially disabled, and therefore in receipt of a partial disability pension from the country, is to be discouraged from taking work because of that pension—in other words, if he is to have visited on him in addition to his physical disability, an economic handicap or disability—and if that precedent were to be established by our dominion authorities, it would undoubtedly be followed to a large extent by provincial, municipal and other employers throughout the country—then it would become necessary for us to promptly consider the necessity of applying for an economic pension, because of the economic handicap that has been forced on these men. Now, we do not like to contemplate that. We would rather see these men in work which they can do. It is from that angle, gentlemen, that we have prepared our considered presentation for your information. After Mr. Myers has read this presentation to you, I am going to ask him to read, with the chairman's permission, a letter from the chairman, followed by a statement in answer to certain questions which the chairman very kindly suggested to us. After that we will be very pleased—speaking on behalf of Mr. Myers and myself—to do our best to answer any questions about conditions among our particular group, the amputations, representing as they do a section of the total group of partially disabled men.

The CHAIRMAN: Thank you very much, Col. Baker.

Will you please read the presentation, Mr. Myers?

Mr. MYERS: Yes.

SUBMISSION OF THE AMPUTATIONS' ASSOCIATION OF THE GREAT WAR OF CANADA  
TO THE SPECIAL HOUSE OF COMMONS COMMITTEE ON THE OPERATION OF  
THE CIVIL SERVICE ACT (1938).

There are two proposals before the Committee which the Amputations' Association of the Great War of Canada would like to comment upon.

1. *Permanent—Temporaries*

It is noted that the Select Committee of Parliament in 1934 recommended the absorption of certain temporary employees of the Civil Service into the permanent staff. In view of information now before this Committee our statement in this connection might be narrowed down to full approval of the recommendation of the Select Parliamentary Committee of 1934 and concurs in the observations so ably made by the Chairman of the Civil Service Commission in his evidence on Thursday, March 17, 1938.

2. It is understood that the report of the Veterans' Assistance Commission has been drawn to the attention of the Committee with particular reference to reasons why the disability preferences in the Civil Service Act should be removed. Such statement is found on Page 51 of the report in the following words:—

The attention of the Commission was directed to the difficulty that an otherwise qualified veteran has, when he is not in receipt of a war disability pension, in competing for positions in the Civil Service of Canada. Under present regulations, the veteran in receipt of a disability pension is given preference over the non-pensioned veteran.

As it is now many years since the termination of the Great War, the Commission feels that this discrimination between the pensioner and non-pensioner, which may have been justified in the early years after the war, should be removed.

There is no doubt that non-pensioned veterans have time after time competed for Civil Service positions and that some of them would have been appointed had extra preference not been given to the pensioner.



As there are a number of non-pensioned veterans suffering from disabilities that they cannot prove to be due directly or indirectly to war service, the members of the Commission feel justified in giving consideration to the representations of the veterans who are not in receipt of pensions for war disability.

The Commission also made a recommendation in this connection to be found on Page 67 of the report in the following words:—

That veterans of the Great War not in receipt of pension, but who are otherwise qualified and who served in His Majesty's Forces, providing they saw service in a theatre of actual war, be given preference for positions in the Civil Service of Canada on an equal basis with pensioners when granted marks in the Civil Service examinations.

It is also noted that the Chairman of the Civil Service Commission, out of his experience in the administration of the Act, has made certain observations in this connection. Since present proposals would limit or entirely remove the disability preference—I might preface that by a remark here that "the present proposals" referred to proposals of the Veterans' Assistance Commission, and not of the chairman of the Civil Service Commission. Continuing:—  
—which affects a right which may be claimed by any one of the 2,800 blinded and limbless soldiers in Canada whom this Association represents, it is felt that a statement in this connection would now be in order.

Disability preference is a preference which holds a prior position to any other preference in the Civil Service Act for the employment of ex-service men and is there because of an agreement entered into by reason of the Inter-Provincial Conference held October, 1915, when the following rule was adopted (to be found in the 1916 Sessional Paper No. 35A):

That all Dominion and Provincial Government and Municipal positions as they fall vacant be filled by partially disabled men if they are capable of doing the work required.

As a direct outcome provincial legislative action or orders in council followed. Soldiers' Aid Commissions were established, some of the provinces even providing vocational training. Municipalities absorbed returned men, industry likewise. Parliament by Statute in 1919 set an example and provided a preference to the war disabled as well as to ex-service men with overseas service. This principle was extended to other acts and the policy of preference to the war disabled and ex-service men has been the policy of every successive Government of Canada since the war. This Government has given no inclination of change in this well-established rule. The question only arises now as far as we know by reason of the said report of the late Veterans' Assistance Commission and the attitude of some returned soldiers who are not criticising the principle of the disability preference, but only some phases of its application such as preference being given to small pensioners who did not render service in an actual theatre of war over non-pensioned veterans who had front line service. There is no general public demand for a change; however, if the preference is not working out as intended, this Association agrees with the Chairman of the Civil Service Commission that the whole question should be examined in the light of experience.

We have felt it our duty to draw to the attention of the Committee these facts since it is quite obvious once the history of the disability preference is traced it will be found that agreements were entered into to give expression to the wish of the people of Canada who felt at that time and still feel that the public services of this country would be enriched and rightly so by men who had rendered faithful service to the State in the time of war.

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]

It is regretted, however, that the Veterans' Assistance Commission did not elaborate their report by reference to the origin of the disability preference and the prior rights of disabled ex-service men or give more substantial reasons for the recommendation. They can only be excused on the grounds of great anxiety to find avenues of employment for ex-service men, but before doing so they should have at least asked those entitled to prior rights what their views were and to have so worded their recommendation as to benefit the group they had under consideration without imposing additional hardship on disability cases affected.

Representatives of this Association have consulted with the Chairman of the Civil Service Commission and have agreed in the light of experience the Statute governing the disability preference might, with the consent of those enjoying prior rights and the approval of Parliament be strengthened so that positions as they fall vacant could be filled by partially war disabled men if they are capable of doing the work required. If the reservation of selected positions for seriously handicapped veterans can aid this purpose, this Association on behalf of its members only, is willing and ready, out of a sense of patriotism and duty to the State as well as the efficiency of the public service of Canada to agree to co-operate in every possible way.

Unemployment has continued to bear heavily upon our membership, greater proportionately than on the general population. Whilst partial pension is received for obvious disabilities incurred on war service, it too often acts as a bar to remunerative occupation because of a feeling in some quarters that it represents an independent livelihood. The right to earn and live the life of normal citizens cannot be surrendered no matter what price. Unfortunately it has been next to impossible to re-establish obviously wounded soldiers. Avenues of employment which used to be open to these men in a restrictive field have been closed because of obvious disability and pension. The indications are that very few seriously wounded veterans have been admitted to the Civil Service of Canada during the past few years. Customs and Excise, as well as the Post Office Department, have laid down age and disability restrictions for certain positions in these departments which do not permit war amputations to compete for vacancies advertised. There are even instances of where disabled veterans have won first place in an open field in competitive examination but have been denied employment because of disability incurred on war service.

The disability preference in its effect as far as amputations are concerned is very limited in its application. Whilst in law the preference in fact established prior rights for the war disabled, our experience has led members of this Association to look upon it as a means of equalizing the chances of the men with war disabilities with those who have no service disability. To now entirely withdraw this preference would be an act denying obvious war disabilities the last shred of opportunity to enter the peace time Civil Service of the country they served in time of war.

During the past six months with the assistance of the Department of Pensions and National Health the Association has been experimenting in the field of specialized placement. We have, we believe, justified the effort. At the moment we are completing a survey of all war amputations across Canada whether employed or not. These men are being classed into groups of—

- (a) Employed
- (b) Problem cases
- (c) Unemployed and unable to work
- (d) Unemployed and desirous of work
- (e) Unemployed and desirous of work but not likely to be employed because of serious handicap.

The CHAIRMAN: Just a minute. Will you please tell me what you mean by "problem" cases?"

Mr. MEYERS: Problem cases are those cases of men that have always been difficult to deal with, ever since the war. Some are suffering from a form of mental difficulty.

Mr. GREEN: Semi-mental?

Mr. MEYERS: Semi-mental cases.

The CHAIRMAN: Yes; at intervals?

Mr. MEYERS: At intervals, yes; quite so.

The CHAIRMAN: It is a mental disability?

Mr. MEYERS: Yes, a mental disability.

Continuing:—

"To say the least the employment situation affecting these men is a very serious one. Our survey based on intimate knowledge of the whole position has reached the point where we must ask that a place be found in the public services of Canada for the employment of every employable war amputation. If, in view of the special effort now being made to finally solve the employment problem of employable amputation cases in direct co-operation with the Government of Canada is now taken to not only remove the disability preference in the Dominion Civil Service, but to set an example on such a line to Provincial and Municipal Civil Service as well as private employers, then the extended efforts of our Association as well as the Government and private agencies interested will be substantially set at naught.

We find that employed war amputations are fitted into positions where they have been able to utilize their talents to the greatest advantage and are rendering highly efficient service, comparable to that which could be given by any fit man. In this the Amputations' Association has rendered a public service at practically no cost to the State since many of those men were placed by the Association at a time when avenues of employment were open and many such positions were considered as not sufficiently attractive by non-disabled men. During the past few years and in a marked degree during the past five years most avenues of employment once open in industry, etc., have been closed. Skilled unemployed workers such as brick layers, carpenters, mechanics, etc., have taken jobs which previously they would not look at. Minimum wages have established standards which have made the employment of girls in positions such as elevator operators, switchboard operators and the like profitable to employers. In other words, positions which could be efficiently filled by the handicapped are no longer open to them because of changed conditions."

The CHAIRMAN: Just a minute, Mr. Myers. Are there cases of members of your Association having been released from their jobs and their jobs given to girls or women?

Mr. MYERS: Oh, yes.

Mr. GREEN: Not in the civil service.

The CHAIRMAN: No, outside of the civil service.

Mr. MYERS: Oh, yes, there are cases. I might even go so far as to say there are cases—we have never made a noise about it—

The CHAIRMAN: In stores and—

Mr. MYERS: In industry and in stores in some degree, not so much in stores, but in industry men have been released because these positions could be filled by girls and others who perhaps might be employed at minimum wages, if you like, and yet render very efficient service.

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]



The CHAIRMAN: Yes; but there are large department stores in Montreal where girls run elevators.

Mr. MYERS: Quite so.

The CHAIRMAN: Did they take the place of some of your men and in other places?

Mr. MYERS: Not specifically. I would not single Montreal out as an example.

The CHAIRMAN: I know Montreal better than I do any other city; but now, Mr. Myers, my question is were some of your men released from their jobs and the jobs given to girls?

Mr. MYERS: During the depression—may I make a statement this way: during the depression and beginning early in 1930 and by 1933 quite a large number of our men were released from industry generally because they were in receipt of a pension.

The CHAIRMAN: During the depression?

Mr. MYERS: During the depression.

The CHAIRMAN: I hope you do not mind me asking you questions?

Mr. MYERS: Not at all. I am very glad that you do. The brief continues:—

“Our figures show 35 per cent to 40 per cent of all war amputations as being unemployed as against possibly 10 per cent to 12 per cent of the general population. After unemployables, including problem cases are deducted, we still have 25 per cent unemployed or about 600 men across Canada. Had none of the unemployed war amputation group suffered amputation it is estimated that 10 per cent would be unemployed by reason of general conditions instead of 35 per cent to 40 per cent.

There has been created in Canada a viewpoint not of our making, that returned soldiers are a Dominion Government responsibility. Amputations with obvious disabilities are marked men and are generally assumed to be in receipt of a living from a Dominion Government pension. Actually the partial disability pension is intended to compensate only for the loss of earning capacity in the general labour market due to serious injury. The Dominion Government in paying part pension recognizes the principal of disability compensation just as Provincial Governments or industry recognize the principal of Workmen's Compensation, but men are still expected to work and earn as much as possible. This is to provide sufficient on which to maintain a standard of living that might have reasonably been expected. At this point, however, it must be obvious to all that seriously wounded men with amputations must endure the absence of limbs during every waking moment of their lives and be subject to the limitations they inevitably experience not only in the employment field, but in their homes and recreation as well. Each economic disturbance or adjustment seems to develop new problems and employment limitations. The primitive principle of the survival of the fittest is too often applied without regard to the circumstances which brought on handicap or the fact that modern industry is so designed as will permit of the employment of handicapped veterans in operations, processes of which are so simple that even blind people can do them efficiently.”

The CHAIRMAN: I think you will admit, Mr. Myers, that the mechanization of industry had a lot to do with the release of civilians as well as returned men?

Mr. MYERS: Quite right.

The CHAIRMAN: Thank you.

Mr. MYERS: The brief continues:—

"Without going into many other factors which play a part it is respectfully submitted that disabled ex-service men have a prior right in their claim upon the Government for employment. The results of our employment survey to date are sufficiently advanced to show that industry is not prepared to assimilate the severely wounded employable veterans. Had these men not been injured in war service the vast majority would now be employed. Whilst partial pension has been awarded for disabilities incurred on service the standard of living for these unemployed men is reduced to a point where it is hardly in excess of relief rates in some areas. This we don't think the people of Canada intended. These men are too young to be put on the shelf. It is not fair. They are able to work if they are permitted to enter employment when work is available.

They are surely entitled to this consideration and in the light of these facts alone they would appear to have a reasonable claim for consideration from the leading authority of Canada.

This discussion has not been precipitated by the war Amps of Canada. We submit that the opportunities for employment in the Dominion Civil Service which may be freed to non-disabled veterans by the elimination of the disability preference are not sufficient in number to warrant the recommendation of the Veterans' Assistance Commission or extended consideration. Serious disability cases may compete on even terms with the lesser disabilities in Civil Service examinations, but are seldom selected for vacancies because of the impression that the limitations imposed by disabilities will not permit them to be fully efficient. At this point we do not care to suggest special preference for specific types of disabilities, including amputations, but we are definitely of the opinion that more practical effect could be given to the disability preference by a scientific selection and reservation of certain types of Civil Service positions in which the duties could be definitely performed with normal efficiency despite handicap. Further we are of the opinion that the Government of Canada which has in addition to the acceptance of the responsibility for pension has set a good example to the Provinces in respect to the provision of employment opportunities through the disability preference should at this time avoid giving any adverse lead to Provincial and Municipal Governments as well as private employers in respect to employment consideration.

The foregoing statement is made in accordance with information and experience. Before concluding, however, we wish to definitely state that during the past several years seriously wounded and obviously disabled veterans have been subjected to a species of persecutions due to propaganda throughout the country leading to the view in some quarters that soldiers with even a moderate pension have no right to a job. The propagandists, however, failed or carefully avoided any reference to other employed persons possessing other income or substantial means. If this principle is being accepted as the forerunner to equal pay and opportunity for all, then it should operate equally for all from inception. Some of our members and others have lost their positions in public and private employment because of pension, many others for the same reason cannot obtain work.

In this connection it will be well to record with the Committee a pamphlet issued under the authority of the Government of Canada in 1917 to wounded soldiers returning from the active front."

The CHAIRMAN: I do not like to interrupt you too much, Mr. Myers, but before you start to read the last part I should like to ask you a question about what you have said. You say: "The foregoing statement is made in accordance with information and experience. Before concluding, however, we wish to definitely state that during the past several years seriously wounded

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]  
[Mr. Richard Myers.]

and obviously disabled veterans have been subjected to a species of persecution due to propaganda through the country leading to the view in some quarters that soldiers with even a moderate pension have no right to a job. The propagandists, however, failed or carefully avoided any reference to other employed persons possessing other income or substantial means. If this principle is being accepted as the forerunner to equal pay and opportunity for all, then it should operate equally for all from inception. Some of our members and others have lost their positions in public and private employment because of pension, many others for the same reason cannot obtain work."

Well, there is a distinction to draw between men who are out of work on account of their pension and those who get a super-preference on account of their pension or their disability. It is not the same thing at all. I shall ask you that after you are through.

Will you please finish your brief and I shall ask you this question after the other members have put their questions.

Mr. MYERS: May I proceed?

The CHAIRMAN: Surely.

Mr. MYERS: The brief continues:—

#### "WHAT EVERY DISABLED SOLDIER SHOULD KNOW

That there is no such word as 'impossible' in his dictionary.

That his natural ambition to earn a good living can be fulfilled.

That he can either get rid of his disability or acquire a new ability to offset it.

That the whole object of doctors, nurses, and instructors, is to help him in doing that very thing.

That he must help them to help him.

That he will have the most careful and effectual treatment known to science.

That interesting and useful occupations form a most valuable part of the treatment in Convalescent Hospitals and Sanitoria.

That if he cannot carry out his first duty by rejoining his comrades at the front, and if there is no light duty for him with the Canadian forces overseas, he is taken home to Canada, as soon as his condition and the shipping facilities make this possible.

That his strength and earning capacity will be restored there to the highest degree possible, through the Military Hospitals Commission.

That if he requires an artificial limb or kindred appliances it will be supplied free.

That every man disabled by service will receive a pension or gratuity in proportion to his disability.

That his pension cannot be reduced by his undertaking work or perfecting himself in some form of industry.

That his pay and allowances continue till he is cured or till his pension begins.

That an extra three months' pay, field pay, and separation allowance when there are dependents receiving such allowance, will be paid to all men returned from overseas and honourably discharged after at least six months' service,—with certain exceptions, such as members of the Permanent Force and Federal or Provincial Civil Service who can step right back into their old positions.

That if his disability prevents him from returning to his old work he will receive free training for a new occupation.

That full consideration is given to his own capacity and desires when a new occupation has to be chosen.

That his own will-power and determination will enable him to succeed, both in the training and in the occupation afterwards.



That his maintenance and that of his family will be paid for during the training he may receive after discharge, and for a month longer.

That neither his treatment nor his training will cost him a cent.

That his home Province has a special Commission to assist him in finding employment on discharge.

That hundreds of towns and villages have committees, associations, and clubs, to welcome him on arrival, and to help in securing a position for him.

That the Dominion and Provincial Governments, the Municipal authorities, and all sorts of employers, give the returned soldier preference in filling vacant positions.

That the returned soldier wishing to take up land and farm it, will be helped to do so, under Federal and other settlement schemes.

That the Military Hospitals Commission exists to carry out his restoration and training in Canada.

That the Board of Pension Commissioners exists to distribute the pensions provided by his country for him and his dependents.

That the Military Hospitals Commission and the Board of Pension Commissioners are in the position of Trustees, appointed for his benefit, and representing the whole people of Canada.

That, therefore, he should write direct to the Commission or the Board if he needs advice or help.

Canadians are unanimously resolved that every returned soldier shall have a full opportunity to succeed. When that opportunity is put within his reach, his success will depend on his own good sense in seizing and using it.

That is signed "Military Hospitals Commission, 22 Victoria street, Ottawa., Board of Pension Commissioners, Union Bank Building, Ottawa."

Brief continued:—

"As an Association we don't wish to labour this matter but repeatedly the question has been raised in this committee and elsewhere. In order to clarify the general position and as a matter of record the following sections of the Canadian Pension Act are brought to your attention.

15. The occupation or income or condition in life of a person previous to his becoming a member of the forces shall not in any way affect the amount of pension awarded to or in respect of him, 1919, c. 43, s. 15.
24. (4) No deduction shall be made from the pension of any member of the forces owing to his having undertaken work or perfected himself in some form of industry. 1919, c. 43, s. 25; 1925, c. 49, s. 5.

After all we represent seriously disabled men and no money or position can adequately compensate them for their loss. Disabilities which remain every minute of the day to say the least are a burden. If these men courageously try to minimize their handicaps and the State rightly encourages them to do so it is something of an anticlimax to question the right of these men to earn and live the life of normal citizens. Let us hope the last has been heard of this.

We do wish, however, to close this statement with the reaffirmation of our belief that Canada will hold steadfast to her undertakings on behalf of disabled soldiers. We also wish to express the deep appreciation of our entire membership to the many members of Parliament and the public service of Canada for many kindnesses and practical assistance. Especially do we wish to remember the members of committees of Parliament who laboured so much on our behalf but who have now passed on and whose magnificent work stands on the Statute Books of Canada as a memorial to the difficult days of 1914-1918."

The CHAIRMAN: Thank you, very much, Mr. Myers. I must tell you, Colonel Baker and Mr. Myers, that your presence here to-day is highly appreciated by the members of the committee as will be seen by the large attendance

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]

this afternoon not only of members of the committee but also of brother members of the House of Commons. Moreover, I see amongst us now the Honourable the Minister of National Defence who came to hear your representations.

Now, gentlemen, as was stated before by Colonel Baker, I understand that he and Mr. Myers are ready to answer your questions. Is that so?

Col. BAKER: Yes, Mr. Chairman. I wonder, sir, would you care to have a statement in answer to your questions?

The CHAIRMAN: Please.

Col. BAKER: If I might ask Mr. Myers to read your letter first?

The CHAIRMAN: Yes.

Mr. MYERS: This is dated Ottawa, June 13, 1938, addressed to Mr. Richard Myers, Honorary Dominion Secretary, Amputation Association of the Great War.

The CHAIRMAN: This letter, is already on file. I read it to the committee the other day. Will you please read your answer, Mr. Myers?

Mr. MYERS: Thank you, very much.

In 1919 the statement was made that there were nearly 4,000 Canadian war amputations. It may be that the mortality rate was heavy at the end of hostilities, but we were never able to find them and, according to a statement in association records, the following figures, which we have not been able to verify, are now recorded:—

The CHAIRMAN: I asked you for approximate figures.

Mr. MYERS:

Amputation of right leg, 902.  
Amputation of left leg, 1,123.  
Amputation of right arm, 411.  
Amputation of left arm, 449.  
Amputation of both legs, 95.  
Amputation of both arms, 7.  
Amputation of both legs and both arms, 1.  
Amputation of both legs and left arm, 2.  
Amputation of both legs and right arm, 1.  
Amputation of right leg and left arm, 3.  
Amputation of right leg and right arm, 2.  
Amputation of left leg and left arm, 4.  
Amputation of left leg and right arm, 6.  
Amputation of both arms and right leg, 1.  
Total—3,097.

According to the latest Department of Pensions and National Health report, the figure is 2,596 amputations in receipt of pension. This figure may be slightly excessive according to our membership requirements since those eligible for membership must have suffered at least the loss of four fingers and a thumb of one hand, or the loss of a foot at the ankle joint, known as a Syme's amputation, or more, as the direct result of war service. There is at this time something in excess of 1,800 on the membership roll. We have never had more than 2,200 members at any one time who pay annual dues of \$2 to \$5, that in fact we have files on 2,449 living amputation cases.

Whether a man is an active paying member of the Association or not, he is always welcome and is never refused assistance if it is in our power to render any. All our members are free to belong to any other soldier organization, and some do.

Our members are all in receipt of war disability pensions, ranging all the way from 40 per cent to 100 per cent.

*By the Chairman (to Mr. Myers):*

Q. How much is it?—A. I will give the figures in a minute.

Q. Thank you.—A.

The vast majority receive a pension of 70 per cent or less of the total disability. The disability pension for a man who has lost two limbs cannot exceed 100 per cent; that is, \$75 a month.

The disability pension for the loss of an arm or leg averages about 60 per cent; that is, \$45 a month. About 75 per cent of these men are married and are entitled to allowances for wives and children, although the children are now rapidly going off the pension list because they are now reaching or are beyond the pension age.

Our members reside in cities, towns and villages across Canada. There are concentrations in the large centres where orthopaedic centres and the larger hospitals are located. In all such centres we have district or provincial branches. Some of our members are in the professions, such as law, a few doctors, professors, executives, insurance agents, a surprisingly goodly number are farmers and ranchers, but the vast majority are clerks, messengers, elevator operators, caretakers, watchmen, etc., etc.

At the end of the war vocational training was provided by the government and pre-war occupations, such as brick-layers, carpenters, mechanics, etc. went by the board, and new occupations developed in accordance with men's ingenuity and adaptability. It should, however, be pointed out that many of our members were quite young men upon enlistment and that some of them had not completed their education.

We have employment information on 1,943 cases of whom 315 are employed in the Dominion Civil Services, or 16.2 per cent. A check is now being completed on the remainder, but having regard for the localities not yet complete, the percentage of employment in the Dominion Civil Services will not be in excess of 16.6 per cent which is the completed figure for the Toronto area where the Dominion Association headquarters are located.

After careful analysis of file records and general knowledge of the position as affecting amputation cases the following summary may be taken as reasonably accurate:—

392 employed in Dominion Civil Services—16 per cent.

196 employed in Provincial Civil Services—8 per cent.

172 employed in Municipal Services—7 per cent.

122 employed on Railways—5 per cent.

488 industrially and commercially employed—20 per cent.

221 self-employed, part or full time—9 per cent.

Unemployed, 858 or 35 per cent.

Total 2,449 representing 100 per cent.

Q. What is the number of the unemployed?—A. 858 out of 2,449.

Q. And how many employables could be absorbed by the civil service?—

A. I am coming to that in a moment. This was prepared in answer to your question.

Q. Thank you, very much, Mr. Myers; you are doing that very graciously and it is heartily appreciated by all, I am sure.—A. It has not yet been possible to make a study of all unemployed cases but 443 have been completed. It was discovered that 57 were not able to work because of multiple disabilities, age, general health, etc. Many of these men are in receipt of pensions rating from 50 per cent to 70 per cent. 42 appear to be satisfied and are located in small

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]  
[Mr. Richard Myers.]



towns in the country and seem to get along on their pension. 36 although interested in employment, due to major disabilities are not likely to be employed. These men are on pensions rating from 80 per cent to 100 per cent. Of the 308 who want employment, 99 are carrying strong recommendations of the Association for employment in the Dominion Civil Services. A number are still under consideration but the larger group, due to disability temperament, personality and appearance should constitute good material for employment in industry generally if there were not a scarcity of positions in the industrial field and if industry did not feel at all times that these men with their obvious disabilities are unemployable. This is a problem which has given the Association the greatest concern since the majority of these men are too young to remain on the shelf, some being only 39 or 40 years of age.

It was found that our men in seeking employment were often faced with the question "What pension do you get"? This has become accentuated during the past few years and some men have been forced to accept employment at very low rates of pay in order to supplement income.

An unfortunate public impression is prevalent that amputation cases all receive \$100 a month pension or more and in the minds of the public amputation cases are thought to be 100 per cent disabled and in receipt of sufficient pension to not require work.

Had these men not received amputation only 10 per cent would have been unemployed instead of 35 per cent. Whilst we cannot recommend every man for a public service position, since the Association has a high conception of what the public service of Canada should be, it is nevertheless felt that those of our members whom we are prepared to recommend to this committee might reasonably be asked to find a way to solve their problem. Of course, it must be clearly understood as the remainder of the cases studied are completed there will be additions to the 99 cases referred who will receive our endorsement but these will not exceed 250 in all.

The majority of our men now in the Dominion civil service entered in the early 1920's. Since then very few amputations have been absorbed and during the past five years the figures are almost negligible. Wherever the story arose that amputations glutted Dominion civil services we don't know, but according to the records the facts speak for themselves. The tragedy of the whole business is that we have to-day 858 unemployed men out of 2,449.

The CHAIRMAN: Thank you very much, Mr. Myers. What you have said is most interesting to all of us. Now, you see, we have not finished with you. The members will wish to ask questions, if you don't mind. Before the members ask their questions I will ask you to say something more, Mr. Myers, please; and to make to us suggestions as to the field of employment which those employable men amongst your association could be directed.

Mr. MYERS: Would you mind carrying on, Baker?

Col. BAKER: Mr. Chairman and gentlemen; on the question which has just been put by the chairman, I would suggest that in the Dominion civil service it is not perhaps best that men should seek positions which they cannot fill fairly efficiently. I have not been able to make any careful study of positions available such as for instance the operation of elevators for men with a leg amputation, certain clerical jobs or messenger work for men with an arm amputation. Such jobs might be selected, not with the idea that they should all be absorbed necessarily by amputations, but there are suitable amputation cases whom we could strongly recommend because of our personal knowledge of them and they might be acceptable to the Civil Service Commission and the department concerned—it seems to me that that might be

given a consideration. It is not our objection, sir, to overload the service, but rather to seek opportunity to extend the efficiency possessed by these men, having due regard to their education, ability, and to the handicap they have.

The CHAIRMAN: Thank you very much, Colonel Baker. What you have said is a great help to us in our deliberation. Now, you have quoted in your memorandum a pamphlet issued by the Military Hospitals Commission and by the Board of Pension Commissioners, speaking undoubtedly on behalf of the government of Canada.

Mr. MYERS: Quite right.

The CHAIRMAN: And making definite promises.

Mr. MYERS: Quite right.

The CHAIRMAN: And by the fact that you have quoted it, it is naturally to be assumed that it was understood that all of those promises would have been fulfilled. It is to my knowledge, gentlemen, that in many cases some badly wounded men did not receive any pension at all while others if they had any wounds received a pension. Is that to your knowledge also, gentlemen?

Mr. MYERS: I would answer that question in this way: I have never yet known of a case of a seriously wounded man, of a really badly wounded soldier, whose wounds were incurred on service for his country, who has not been compensated. They have never turned me down like that.

The CHAIRMAN: Yes, I'll admit it where there is a case of amputation.

Mr. MYERS: No, no; I am talking about seriously wounded men. No, no, there is after all very little difference between a seriously wounded soldier and an amputation case.

The CHAIRMAN: Yes, I know; that is why I reserve my questions for Major Bowler.

Mr. MYERS: Yes, sir.

The CHAIRMAN: Because it is to my personal knowledge that in some cases men who were wounded at the front did not receive any consideration from the Department of Pensions and I have complained bitterly, gentlemen, upon the fact. I complained in the house that in some cases very distinguished military men were deciding on cases where the decision should have been rendered by medical men. They had, however, a lot of fine military records but they were not at all able to decide upon the cases in which a man was suffering from injuries or wounds received while he was at the front.

Mr. MYERS: That might not be the fault of the man; that might be due to the limitations of the Pensions Act.

The CHAIRMAN: Well, I do not know about it. Some of the men on these boards were most incompetent, although they had fine military records; and I complained bitterly about it because they make no distinction between the military rank of these men and their capacity to decide upon the case of a wounded soldier.

Mr. MYERS: I do not want to disagree with you in any way, sir; but I had the experience in a voluntary way of going around for about twenty years, and I have always found them courteous and fair, wherever we had the evidence and proof we established our claim.

The CHAIRMAN: I have found all of them courteous; I have found some of them fair; and I have found many of them completely ignorant.

Mr. GOLDING: In reference to some of the suggestions made there, I would like to call the committee's attention to the suggestion made by the chairman of the Civil Service Commission, Mr. Bland. He said here that in order to carry out the proposed re-establishment of disabled ex-service men where

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]

competent applicants were available who were entitled to the disability preference provided by section 29, subsections 2, 3 and 4 of the Civil Service Act, he thought the competitions for the following classes of positions where not filled by promotion or restricted to disabled veterans should be reserved, instead of being extended to non-disabled veterans and civilians. He lists here as among those positions: elevator operators, care-takers, watchmen, cleaners and helpers, baker and helper, stationary engineer, motor and bridge men; certain positions of clerk, customs and excise clerk, etc. Now, this is a suggestion made by the chairman of the Civil Service Commission, and I was just wondering, Colonel Baker, if that would not be what you have in mind in some of your suggestions.

Mr. GREEN: Was there not tied in with that the suggestion that the special preference for disability cases should wipe out the preference for the other positions?

Mr. GOLDING: Here it is here. It says here that it should be restricted to disabled veterans, instead of being extended to all the disabled veterans and to civilians.

Mr. BLAND: Might I make that clear. I did not intend that any such implication should be attached to that recommendation.

Mr. GREEN: Your idea was that the veteran preference should stand?

Mr. BLAND: Yes; that this should make for a better arrangement.

Mr. GREEN: You are not recommending an extension of the disability preference?

Mr. BLAND: No, just a better application.

The CHAIRMAN: At that point I asked Mr. Bland if the service was suffering—I did not use the word “suffering” but I used an equivalent word—through the military preference; and I—mind you, gentlemen, I did not use the word “suffering”; but it was the meaning of the word I used—and Mr. Bland answered, “Quite so.” You remember that, Mr. Bland?

*By Mr. Fournier (To Mr. Myers):*

Q. In your opinion have the disabled soldiers been fairly treated in the Civil Service Commission in the last 20 years; have they received fair treatment from the Civil Service Commission?—A. I think so, sir; there are, of course, certain cases where it is sometimes most difficult to reconcile the man's capabilities with the requirements of the position as viewed from the standpoint of the department; and naturally, I suppose, the Civil Service Commission must be limited to some extent, they would not force a man on a department when he could not do the job in the opinion of the principals of the department.

Q. Now, you have only 250 men left of your unemployed?—A. We are now prepared to recommend 250 unemployed on our list.

Q. Up to date you have recommended only 99?—A. Up to the moment.

Q. Do you know whether or not they went before the commission for examination, or applied for positions?—A. Some have applied for positions in the past, they have entered competitive examinations.

Q. In the last two years in Ottawa with respect to competitive examinations no returned soldier has had a chance to come into the service for the lower grade positions, except the disabled men; am I right in that?

Mr. BLAND: That is true in a great many cases, Mr. Fournier.

Mr. FOURNIER: For that reason I am asking myself if they have received proper treatment.

Mr. MYERS: It is impossible for us to answer the question in the way you would like the answer by reason of your observation. All that we can deal with are the men whom we represent. We know there are cases. We are only a very small portion of the large group of disabled soldiers—there were 215,000



casualties; there happens to be 79,000 pensioners who might be entitled to the preference.

Mr. FOURNIER: But this number of 250 compared with the total number of disabled men would not be an exaggeration; you know that the Civil Service has only 35,000 people in its employ?

Mr. MYERS: Quite.

Mr. FOURNIER: So that with the best will in the world we could not take in every disabled man into the service.

Mr. MYERS: No.

Col. BAKER: I think, sir, as one small item of comparison, I think it is approximately correct, my statement that there are in the Dominion government buildings situated in Ottawa about 240 elevators, and in respect to these 240 elevators I believe we have 16 amputation cases working who have been placed there during all the years since the war.

Mr. FOURNIER: In all events, at your disposal you have only 250 cases?

Mr. MYERS: That is across the whole of Canada.

Mr. GREEN: Your principle submission is that the disability preference be not now done away with?

Mr. MYERS: Quite right.

Mr. GREEN: That is what you are asking for in the first place and primarily; you are not in favour of the disability preference being done away with.

Mr. MYERS: In fairness; we have to be extremely fair about this; in fairness to the large group of disabled men. Their problem may not be as easy to solve as our problem might appear to be. We only speak for a very small group in the larger field.

Mr. FOURNIER: Were these disabled men all in the Canadian Expeditionary Force or did they come from other parts?

Mr. MYERS: You mean—?

Mr. FOURNIER: In your association.

Mr. MYERS: I will read the qualifications for membership from the constitution:—

Active membership: Any man or woman of good character who has lost a limb or limbs or complete eyesight in the service of Canada, the British Empire, and the allies; when such applicants at the time of application are British subjects, during the period of the great war of 1914 or as a member of the British forces in any former war of the Empire, shall be eligible for active membership in this association.

Mr. FOURNIER: How many were in the British army and in the allied forces that belong to your association?

Mr. MYERS: Oh, just approximately—certainly, including the South African Veterans, and there are a few still, of the men who have lost limbs—it will be well under 5 per cent.

Mr. FOURNIER: Well under 5 per cent?

Mr. MYERS: Well under. The fact is it is very small.

Mr. CLARK: Reference was made to the Veterans' Assistance Committee recommendation with respect to the preference to pensioners. What would you say with regard to a case like this: A returned man not receiving a pension is occupying a position through the preference; a returned man receiving a pension and holding a position is given that place and puts the other returned man out of the position. Is that fair?

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]

Col. BAKER: I have not heard of a case like that, sir.

Mr. CLARK: I know that case.

Mr. GREEN: Put them out of positions? They got the position instead of the other one?

Mr. CLARK: Yes. The case was exactly this: A returned man was a caretaker. He was temporarily employed. Under the civil service rules an examination was held; and a man, a returned man receiving a pension, was appointed. He was not only receiving a pension but he was holding a position and not in the government service at all; but he was employed. After the examination he was given the position and put out of work the returned man who was not receiving a pension.

Mr. GREEN: That merely means that the disability preference was given.

Mr. CLARK: The pensioner got the preference.

Mr. GREEN: The other man was only temporarily employed. Had he been permanent, it would not have happened.

Mr. MYERS: I do not know of the case.

Mr. BAKER: It is very difficult.

Mr. CLARK: This man who was put out of a position served for four years during the war.

Col. BAKER: Apparently a permanent appointment was being made.

Mr. CLARK: Yes, a permanent appointment was being made; but the man occupying it would have been temporary.

Mr. GREEN: The temporary should have been permanent before, and that would not have come up.

Mr. BROOKS: The first man was not entitled to the preference.

The CHAIRMAN: Will you please speak a little louder in order that the reporter can hear and taken down what you say, gentlemen?

Col. BAKER: Mr. Chairman, Mr. Green asked a question about the points in our submission. I think the two principle points that I might say that are covered by our submission are that the disability preference should be maintained; and secondly, that we are prepared to co-operate with the Civil Service Commission and any other authorities in assisting in the selection of jobs for amputation cases, that we can definitely recommend, where they might be most suitably introduced to the service.

The CHAIRMAN: Thank you very much, Colonel Baker. Would it be possible to send to the committee a list of the disabled men—not a list of the disabled men, but the number of disabled men who are presently unemployed and who would be eligible for certain determined positions?

Mr. MYERS: We can as far as amputations are concerned.

The CHAIRMAN: Oh yes; exactly.

Mr. MYERS: Yes, definitely. We have records on that. There is no question about that.

The CHAIRMAN: Because we want to know exactly what you want from us.

Col. BAKER: Yes.

The CHAIRMAN: It is no pleasure for you to come here; however, we try to make it as pleasant as we can. But we want to get something out of you, and the thing we want is information—precise information.

Col. BAKER: Of the 99 we have already reviewed, I think we can do that. But the remainder are still being investigated.

The CHAIRMAN: Naturally it is a big field.

Mr. SPENCE: That pertains to the amputation cases?

The CHAIRMAN: Amputation cases only.

Mr. GREEN: Does it not boil down to this; that first of all they do not want the disability preference wiped out and secondly, they would like to have a chance to propose to the commission what particular jobs their own amputation cases could be fitted into—not by way of forcing these men into those jobs but simply so that the commission will know that there are certain jobs which could be filled by amputation cases. Then we have, too, the Civil Service Act, and we have the regulations. All the machinery is there now for carrying out the disability preference; and, incidentally, if a man is not physically fit to do the job, he cannot get in under the act as it stands to-day.

Col. BAKER: That is right.

Mr. GREEN: So that there is no danger of the service getting men who are unfit to do the work.

The CHAIRMAN: Mr. Green, on that it seems that it should be made just as clear as possible, to make these people understand exactly what can be done for them in any way.

Mr. GLEN: May I interrupt you for a moment, Mr. Chairman. Was there any suggestion made by anybody as to the abolition of the amputation preference?

The CHAIRMAN: I would like to ask some questions about it, and I will ask some questions if you do not mind. If you wish to ask questions, it is up to you, gentlemen. I never want to be the first to ask questions, although when there is something that I do not understand I want it to be made just as clear as possible.

Mr. GLEN: The question which suggested itself to me, from Mr. Green's question, was that some person or some body had made objections to the preference.

The CHAIRMAN: The super-preference.

Mr. GLEN: Or made representations as to the disability preference being abolished. If that is the case—

Mr. MYERS: It would affect the amputations.

Mr. GLEN: Is your answer contained in your brief to the objections made by that other body?

Mr. MYERS: Yes; our answers are in the brief.

Mr. GLEN: Your brief contains the answers?

Mr. MYERS: Yes.

Mr. GREEN: The Veterans' Assistance Commission attacked their disability preference. That is why they are here at all.

Mr. MYERS: As a matter of fact, we have never appeared before a parliamentary committee with respect to the operation of the Civil Service Act. This is the first time that we have really made public representations in respect to the Civil Service Act.

The CHAIRMAN: Yes; and we are here to report to the House. I would like to ask you as to whether the pension received is not a kind of compensation that amounts to a super-preference? I do not know if my question was clear enough.

Mr. GLEN: The question you are asking is: If a person is a pensioner, that is taken into consideration when the salary or job is taken into consideration?

The CHAIRMAN: No, no. I will make it clearer. Here is an amputated man. He receives a pension of—I will make it low; I will make it 35 per cent.

Mr. MYERS: No, it is 40 per cent. Forty per cent to 70 per cent.

The CHAIRMAN: Yes, 40 per cent to 70 per cent. Let us say 40 per cent. He receives a pension of 40 per cent. Now, he applies for a job with another returned man who has the preference.

Mr. MYERS: Yes?

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]  
[Mr. Richard Myers.]



The CHAIRMAN: He also gets 40 per cent—which in my view is not a compensation for his amputation at all. But he has that as a compensation. Now, he has a double compensation over the returned man by having that disability preference. Therefore, he has two compensations instead of one.

Mr. MYERS: No, no; definitely not.

The CHAIRMAN: I would like you to explain that.

Mr. MYERS: No. In the first place, the man who gets a pension for a disability incurred as a result of direct contact with the enemy as against a man who is not wounded and receives no compensation and was fortunate enough to return with his whole body—it cannot be construed in any way that compensation in the terms of money could be said to represent a preference in any slight way. There is no money in the world that can compensate a man for the loss of a limb.

The CHAIRMAN: Exactly. What you have just said I wrote in the press three weeks ago, under my own name. I want to make that clear to you. Moreover, gentlemen, my own view is that a definite promise was made to you by the Dominion government at the time. It was made to you or to your organization or your men by the government representing the country. In that I am in full accord with you. But on the other hand, do you not admit that the preference as given to you returned men in the service is a reward, whether you consider it big or small, for services rendered in an altogether different field of activity?

Mr. MYERS: We do appreciate the disabled man's preference as a mark of esteem for the fact that a man was injured or received a disability on service. We do appreciate that.

The CHAIRMAN: Yes. But that is not my point at all. Will you just read my question, Mr. Reporter?

(The reporter reads question.)

Col. BAKER: If I get your question correctly, Mr. Chairman, the disability preference in the Dominion government is a means by which the government expresses its intention of setting an example to the country at large, and at the same time provides a number of opportunities for men who are partially disabled to find selective positions in which they can be employed and earn a livelihood.

The CHAIRMAN: Yes; without any impediment to the service itself.

Col. BAKER: Exactly.

The CHAIRMAN: Then we are in accord. When we take the preference—suppose that a man has 70 per cent of the marks, and he goes ahead of one who has 100 per cent. You will admit that the service suffers from that?

Col. BAKER: Does he, sir? Does he ever go ahead of one who has 100 per cent of the marks, because those who have the opportunity to exercise the preference in competition—I presume that competition would be limited to disability cases, would it not?

Mr. GREEN: No.

The CHAIRMAN: No, any disabled man can apply for any job provided that he has 70 per cent of the marks in the competition. If he has 70 per cent he is chosen over any returned man who is not a disabled man or who does not receive a pension. There are some cases of disabled men who do not receive any pension and are not considered disabled by virtue of the Act.

Col. BAKER: It must be remembered, Mr. Chairman, that the range of selection of employment opportunities for the disabled man is very much narrower than it is for the non-disabled man.

The CHAIRMAN: Yes, quite.

Mr. GLEN: Here is a case with regard to the post office where there was a returned soldier and the disabled veteran was fifth on the rating given by the post office in the examination. He, the fifth man, got the job. The question the Chairman asked was whether the service was being affected by that. He had passed the qualification marks, received 70 per cent, and yet was only fifth in the list. The question asked was, how do the Association view the fact that the best man in the rating did not get the job?

Col. BAKER: Well, it is not our purpose to press on the civil service of this country men who do not possess average fitness for the job. I personally would not want to see a man get a job in the civil service if he was below a good pass mark, simply because he had a disability.

Mr. MACNEIL: He must have a pass mark.

Mr. GLEN: In this case he had a pass mark.

Mr. MYERS: He was in the position of being fifth in the running for the job?

Mr. GLEN: He had pass marks.

Mr. GREEN: The whole soldiers legislation is based now and has been based ever since the war on caring for the disabled man first, the man who was wounded on active service gets first consideration.

The CHAIRMAN: Yes.

Mr. GREEN: That is the principle of pension and it is a principle that has been enunciated time and again by our present Minister of Pensions who knows more about pensions problems than anybody else in Canada. The same principle is in existence in this Civil Service Act and has been for twenty years.

Now, all the evidence, which really does not amount to very much, shows that there is some question about upsetting that whole system, and I think it is a waste of time to go into it because it has been thoroughly established and has worked out satisfactorily in the service, and if there are disabled men in positions where they are not able to do the job, it is the Civil Service Commission which is at fault and not the preference.

The CHAIRMAN: Yes.

Mr. GREEN: That is the position at the present time, and I suggest it might be left as it is.

The CHAIRMAN: I shall tell you honestly how I feel about it. These men enlisted, and when I say these men, I mean only those who went to the front, you see. There must be a division of preference with regard to those who have been to the front; and amongst them there are those who have been wounded, and wounded very slightly, and others who were wounded quite severely. Of course, there were different things. Some others were not wounded but were gassed, and some others were shell-shocked, and all these men suffer a great deal. When I listened to Mr. Myers and Colonel Baker I was greatly impressed by what they said; but I was impressed also by the reading of the memorandum, which came really from the Dominion government. It seems to me that it is up to the government to do something for them to fulfill these promises; and I do not see how the disability preference could do it for these men. The disability preference could not do anything for those who are unemployable. Colonel Baker was most reasonable in what he said. He said he did not want to hamper the service by imposing these men on the service. Another thing must be considered as well—

Mr. GLEN: May I interrupt you? Among all the memorandums received, have we received any representation from this association or any association that wants to have the preference abolished. Have they made any representations to that effect?

Mr. GREEN: No, the Veterans' Assistance Commission.

[Lieut.-Col. E. A. Baker, O.B.E., M.C.]

[Mr. Richard Myers.]

Mr. GLEN: Before this committee?

Mr. GREEN: No, unless they were referred to the committee by the commission.

Mr. GLEN: I do not know of anything. What I am going to suggest is this: that was only a resolution passed by the Veterans' Assistance Commission. They are not here before us. We have heard Colonel Baker and Mr. Myers, the secretary of the Amputations' Association. I think now we should close this up.

The CHAIRMAN: Exactly. Just a minute, gentlemen. If we have to deal with these cases it is because the government did not look after them.

Mr. GLEN: Admitting that is true, Mr. Chairman—

The CHAIRMAN: I must remind you, Mr. Glen, that Mr. Myers has quoted that in his memorandum. He has brought it into the picture, and it is only because he has brought it into the picture that I make some observations about the way the men are dealt with by the pension board, and I shall come again to it at a later time when the Legion gives their evidence.

Mr. GLEN: May I interrupt you again?

The CHAIRMAN: Yes.

Mr. GLEN: I would like to say this: if there is no representation from anybody as against the disability clause, then I do not see why this committee should interfere with it at all. If they have not made any representations then I think we should not change it in the slightest.

The CHAIRMAN: It is mentioned in the veterans report which is included in this brief.

Mr. GLEN: In the brief that is presented?

The CHAIRMAN: The brief refers to the Veterans' Assistance Commission report.

Mr. GLEN: It is only a reply of Mr. Myers in the brief presented by him. That is their reply to it. The thing is not actually before us in concrete form. All that we have is that a body passed a resolution with regard to the disability clause, but it is not before this committee; no representations have been made, and I should say that we should drop it right now and let things remain as they stand.

Mr. GREEN: We have enough to do without touching this.

Mr. MACNEIL: The chairman of the Civil Service Commission has said that the men who entered the service and were disabled, were qualified, and there has been no impairment in the efficiency of the service.

The CHAIRMAN: Yes, Mr. Bland may give evidence about it after we are through.

Mr. MACNEIL: He has already done so.

Mr. MYERS: May I make an observation with respect to that memorandum. I am a little disturbed—

The CHAIRMAN: I do not blame you for it.

Mr. MYERS: Quite so. I am a little disturbed. I would not wish the impression to get abroad that this country has not tried to be reasonable with the returned soldiers. That is not correct. This country has recognized on many occasions in a very grateful way the services of the soldiers of this country; it is unfortunate that some of the problems are not settled; but I do believe that a serious effort was made to live within the meaning of that memorandum. I do believe that.

The CHAIRMAN: Well, you should know better than anyone else, as you have had 20 years work in that respect, have you not, Mr. Myers?

Mr. MYERS: Yes, sir.



Mr. GLEN: Then I suggest, Mr. Chairman, we drop this matter altogether. There is nothing before this committee upon which we can make a report. This committee has no right to interfere in this matter at all.

The CHAIRMAN: No; without making the recommendation in our report we might benefit from the experience of the gentlemen who are here.

Mr. GLEN: Yes.

The CHAIRMAN: It has a direct bearing on the working of the Civil Service Act, because the Civil Service Act and the Pension Act work together for the assistance of the returned men. You know that, and therefore they are so close together that it is impossible to consider the effect of the preference in one without considering the other as well.

Mr. GLEN: Taking that into consideration I say that the Civil Service Commission has made a recommendation to this committee regarding the very thing you are speaking of, emphasizing in an extended degree what you have shown to be the position.

Mr. MYERS: Quite so.

Mr. GLEN: Then, that is where we can make a recommendation, on the strength of the Civil Service Commission's report.

Mr. MYERS: I should state that the reason we made the representation was based on the fact that in the early report put out there is a reference to the Veterans' Assistance Commission report; that had been officially drawn to the attention of this committee.

The CHAIRMAN: Are you satisfied with your hearing, gentlemen?

Mr. MYERS: Very much so, yes sir.

Col. BAKER: Yes.

Mr. MYERS: I should like to take this opportunity on behalf of the Amputations' Association of the Great War to express to you, Mr. Chairman, the sincere gratitude of both Colonel Baker and myself as representing these men for the very courteous hearing you have extended us, and to you personally for your very real courtesy.

The CHAIRMAN: You are welcome, gentlemen, and I am very sorry that the session is so short that I cannot tell you to come back again this session; but whenever you come here you will be welcome. Colonel Herwig and Major Bowler will please come on Monday morning. Thank you, gentlemen.

Col. BAKER: Thank you very much.

The committee adjourned at 6 p.m. to meet again on Monday, June 20, at 11 a.m.

Mr. Doe  
Can  
Com  
e

SESSION 1938

CA1 XC2

HOUSE OF COMMONS

38C58

SPECIAL COMMITTEE



Canada

ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 34

MONDAY, JUNE 20, 1938

## WITNESSES:

Major J. R. Bowler, Secretary Canadian Legion, British Empire Service League.

Mr. John C. Herwig, Canadian Legion, British Empire Service League.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938





## MINUTES OF PROCEEDINGS

June 20, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock a.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Brooks, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Green, MacInnis, MacNeil, Marshall, Mulock, O'Neill, Pouliot, Spence, Stewart, Tomlinson—(16).

*In attendance:*

Major J. R. Bowler, Secretary of the Canadian Legion of the British Empire Service League; and

Mr. John C. Herwig, Canadian Legion of the British Empire Service League;

Mr. J. C. Beauchamp, President, Professional Institute of the Civil Service of Canada;

Mr. V. C. Phelan, President, Federation of Civil Servants of Canada.

The following corrections by the Chairman were ordered:—

Page 1255, lines 38 & 39 should read "Many British subjects, and very few were employed before they were naturalized, of course".

Page 1235, lines 10 & 11 should read "There is a distinction to draw between men who are out of work on account of their disability, and those who get a super-preference on account of their pension or their disability".

The Chairman read a letter from Capt. C. P. Gilman, Dominion Adjustment Officer, Army and Navy Veterans in Canada, also a letter signed by Wilfred Lamoureux, President, and Eugene Labelle, Secretary-Treasurer of Association Nationale des Veterans de la Province de Quebec.

Major Bowler and Mr. Herwig were called and sworn. Major Bowler presented a brief on behalf of the Canadian Legion and both witnesses were examined jointly.

The Witnesses retired.

The following were ordered printed as appendices to this day's evidence:

Appendix No. 1—Treasury Board minute, July 18th, 1932 banning promotions in the Civil Service.

Appendix No. 2—Promotions effected from July 18th to December 31st, 1932.

Appendix No. 3—Promotions effected during the year 1933.

Appendix No. 4—Promotion effected during the year 1934.

Appendix No. 5—Promotions effected from January 1st to July 16th, 1935.

The Committee adjourned to meet again on Tuesday, June 21st, at 11.00 o'clock a.m.

J. P. DOYLE,

*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, Room 268,

June 20, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Gentlemen, I have a couple of slight corrections to make to our last report. At page 1225 Mr. Green asks the following question:

Mr. GREEN: All of these would be Canadian citizens, would they not?"

And I am reported to have made the following remark:—

The CHAIRMAN: Most of them, because very few were employed before they were naturalized, of course.

I did not quite catch Mr. Green's question. I thought he referred to "British subjects," and my answer should be considered just the same is if I had heard "British subjects." The answer would then read:—

Many British subjects, and very few were employed before they were naturalized, of course.

Then, on page 1235 I am reported to have said:—

There is a distinction to draw between men who are out of work on account of their pension and those who get a super-preference on account of their pension or their disability.

It should read:—

There is a distinction to draw between men who are out of work on account of their disability, and those who get a super-preference on account of their pension or their disability.

I wanted to establish a distinction between men who are disabled and have no pension and those who are disabled and have a pension.

MAJOR J. R. BOWLER, called and sworn.

JOHN C. HERWIG, called and sworn.

The CHAIRMAN: Major Bowler and Mr. Herwig are as welcome here as were Colonel Baker and Mr. Myers. You will be given the same opportunity, and we are delighted to have you. Make yourselves comfortable and please tell us what you have to say.

MAJOR BOWLER: Thank you, sir.

The CHAIRMAN: I understand, Major Bowler, that you will read your memorandum, but before you do so I should like to read you gentlemen a letter that I received from Captain C. P. Gilman, Army and Navy Veterans in Canada. Captain Gilman is not well and he wrote me a letter which is not very long, which I shall read to you. It will replace his statement.

June 18, 1938.

DEAR Mr. Pouliot,—I regret that owing to ill-health I shall be unable to appear before your committee in behalf of the Army and



Navy Veterans in Canada, but it is desired that the Association go on record as supporting the ex-soldier preference which is already part of the Civil Service Act.

We realize fully the distress that is prevalent amongst a great number of men in Canada, but we cannot get away from the fact that service in France must be recognized as being a great factor in the present physical condition of ex-service men to-day, which admits them to pension, and which fact is also demonstrated in the passing of the War Veterans' Allowance Act. Undoubtedly service in a theatre of actual war took its toll on the physique of the man.

At the same time, we believe that there is overwhelming evidence as to the mental capabilities of most of the men who saw service in France. The fact that so many men have re-established themselves goes to prove this. The point that strikes us most forcibly is that the ex-service man generally, though suffering from disabilities, and while unable to stack up against the fit civilian, yet can fulfil duties in employment such as the government has at its disposal in a manner that is most satisfactory.

We feel that great hardship would result if a change was made in soldiers' preference. The disabled man, although mentally alert, would have great difficulty in obtaining employment in competition with men who are physically fit and who have not had to undergo the hardships of service. Naturally, the employer desires a fit man. Unfortunately, there is an opinion that disfigurement or disability affects a man's personality, whatever that may mean.

Of course, it is the same story, and I attach no importance at all to something that cannot be defined either by the chief of the organization branch or the chief of the examination branch, and it should be dropped by the Civil Service Commission.

It is a natural thought, but we think that too much importance is given to it.

I entirely agree with Captain Gilman on that.

We believe that the governments have given the correct lead in this matter, and we sincerely trust that no change in policy will be contemplated.

Respectfully yours,

(signed) C. P. GILMAN,

Dominion Adjustment Officer,  
Army and Navy Veterans in Canada.

I received another letter from Mr. Wilfrid Lamoureux, president of the Association Nationale des Vétérans, and Eugène Labelle, secretary-treasurer, dated April 22, 1938. The letter reads as follows:—

The President,  
Special Inquiry Committee  
on Civil Service Commission,  
House of Commons,  
Ottawa, Ont.

HONOURABLE PRESIDENT,—We respectfully submit to your benevolent attention, the enclosed copy of the motion adopted at our general meeting held on March 31, 1938, at Montreal, P.Q., viz.:—

Unanimously Resolved:—

That the National Association of Veterans respectfully beg the Federal Legislators, to maintain the Civil Service Commission of Canada,  
[Major J. R. Bowler.]

to accord more preference to the Canadian ex-service men in the distribution of the public employment and furthermore, that the said Association is energetically opposed to the return of political patronage relatively to the granting of the said employment.

That a copy of this resolution be forwarded to the proper Authorities and to the newspapers for publication.

Adopted unanimously.

(Certified copy)

Signed: Wilfrid Lamoureux,  
President,  
Eugène Labelle,  
Secretary-Treasurer.

Association Nationale des Vétérans  
de la Province de Québec.

Some time ago I received a communication from the Dominion Civil Service War Veterans of Canada, Toronto Branch, 52 River Street, Toronto. In the first place it bore the name of Mr. J. B. Izatt, secretary, D.C.S.W. Veterans. As the first letter that was circulated bore no signature I returned it to him to have it signed. I notice that it has been forwarded to all members, and therefore I shall not read it.

All right, Major Bowler, proceed.

Major BOWLER: Mr. Chairman, and gentlemen of the committee, before he left Ottawa on Friday, Colonel Baker asked me to extend his thanks to the committee for having altered the committee's procedure so that he might appear on Friday last instead of today as had been planned, thus obviating the necessity of his making a further trip to Ottawa. He asked me to tell the committee he appreciates that very much indeed.

The CHAIRMAN: Thank you.

Major BOWLER: In approaching the question, I take it the principal question is the matter of the preference to ex-service men under the Civil Service Act. May I, too, echo what Colonel Baker said, and tell you that we do appreciate this opportunity of coming before this committee and having this matter thoroughly discussed, because it is now twenty years since the armistice. Many things were said and done at that time, many principles were considered and put into effect for doubtless what at that time appeared to be excellent reasons, and it is no surprise that after a period of twenty years, when the memories of the actual existing conditions may have become faint, misconceptions and misunderstandings have arisen as to what the original intent of the things that were done at the time of the armistice and thereabouts actually was. I, with your permission, Mr. Chairman, shall try to outline to the committee our conception—that is the Canadian Legion's conception—of what it was all about and why certain things were done.

The CHAIRMAN: Before you do that, Major Bowler, may I ask you how many men are members of the Canadian Legion?

Major BOWLER: We have now an enrolled membership of slightly over 172,000. That consists, sir, of a record of every member who has joined the association since its inception.

The CHAIRMAN: 172,000 alive?

Major BOWLER: I could not tell you that, sir. You will have to deduct casualties. Nor can I make a statement that they are all paid up. We can only judge by Dominion headquarters records, and during the depression the per capita receipts, which are our only gauge, reached a very low proportion; but it has rapidly been gaining and for the last year approximately 50,000 paid

the per capita tax. Incidentally I may add that we have not yet devised a perfect system whereby the man who pays his dues to the branch will have the per capita tax sent to the Dominion command. We will welcome any advice on that clause.

May I proceed by again following Colonel Baker by asking the committee to accept the fact, which I think they can do in all fairness, that the attitude of the Canadian ex-service man towards those and all problems concerning him has been reasonable, and has been governed at least as much by the welfare of the state as by his own interests. As an example of that may I cite one instance, that is, that in a country not far distant from Canada a bonus agitation grew and was carried out by one method or another which resulted in a cost to that country of some millions of dollars, and which also resulted in the payment to individual ex-service men of large sums of money for no other reason than that they had been in uniform, that they had served in the military or other forces. The principle there undoubtedly was that they should be rewarded for service rendered. I make the claim confidently on behalf of the Canadian ex-service men, that any such principle is entirely repugnant to them, and that they will dissociate themselves from any claim of a selfish character. Their wishes in regard to these and their comrades, I believe, can be briefly summarized like this: They think that the disabled and the dependents should be adequately cared for. They believe that the soldier, whether he was disabled or whether he was not, has a right to be permitted to earn a reasonable livelihood in the country for which he fought. These, I believe, are the two main concepts of the ex-service man as to what he has a right to expect of his country.

May I now proceed with the memorandum which we have prepared? I forwarded to you, Mr. Chairman, additional copies. Have they been distributed?

The CHAIRMAN: Yes, sir I believe so.

Major BOWLER: I have headed this memorandum, sir, "Comments on the General Principles Underlying the Preference to Returned Soldiers, contained in the Civil Service Act." I purposely chose the word "comments" because we are not making representations in respect to any of these matters at the moment, but we are simply trying to place on record our appreciation of what the legislation is doing and why it was passed.

**"COMMENTS ON THE GENERAL PRINCIPLES UNDERLYING THE PREFERENCE TO RETURNED SOLDIERS, CONTAINED IN THE CIVIL SERVICE ACT, SUBMITTED BY THE CANADIAN LEGION OF THE B.E.S.L."**

The basic interest of The Canadian Legion in the Returned Soldier Preference, under the Civil Service Act, is founded upon the admitted desirability of re-establishing into civil life those ex-service men able to work. The efforts of The Canadian Legion are by no means confined to those persons holding membership in The Legion—in fact, the services of The Legion are available to all ex-service men and women, for legitimate purposes, regardless of membership. Records show that the bulk of The Legion's work has been performed for non-members.

The re-establishment of the ex-service man into civil life has been a fundamental policy of each Dominion Government continuously since the Great War. The Soldier Preference was, in fact, first made effective by Order in Council in February, 1918, at a time when it was not known when the War would terminate, but when casualties were returning to Canada and were being discharged in large numbers. Later in 1918, the Preference was incorporated into the Civil Service Act, where, with two Amendments, in the years 1919 and 1921 respectively, it has remained ever since."

[Major J. R. Bowler.]



My recollection is that the 1919 amendment brought in the nursing sisters who were omitted in the first instance; and in 1921 the ex-Imperials were brought in.

"It is often remarked that the Preference was enacted as a grateful gesture on the part of the Country to those who served, and the generous intention of those responsible for its passage is gratefully acknowledged, but it must be emphasized that there were other factors which, in the interests of the Country, rendered it imperative that measures should be found whereby the returning ex-service men could be absorbed into employment.

It is not difficult to recall a very apt cartoon—"

At that point may I say that the cartoon was not intended to be funny; it was a perfectly sober cartoon.

"—which appeared in Canadian newspapers towards the end of the year 1918. This portrayed a smiling and apparently carefree young soldier, lately returned but still in his army kit, surrounded by a group of worried looking statesmen, parliamentarians, financiers and industrialists, and at the head of the picture appeared the caption—"What shall we do with him?"

When it is remembered that more than Six Hundred Thousand (600,000) Canadian ex-service men of apparently young age made the step from army to civilian life almost simultaneously—most of them after a service of several years' duration, the worry and perplexity of those portrayed in the cartoon was not overdrawn. By the year 1918 Canada had become highly geared to meet the exigencies of the War. Labour requirements had been satisfactorily met, notwithstanding the absence of troops overseas. What was to be done with the returning Six Hundred Thousand (600,000)? Obviously they could not be retained on Army strength indefinitely, nor could the Country afford to have on its hands a huge civilian army of idle youths. Most of them were able to work, and one answer only remained, namely, that at all costs work must be found for them. Hence the numerous and continuous re-establishment measures embarked upon by successive Dominion Governments. Of these measures, the Soldier Preference was, and remains, a very valuable and important one, and by its passage the Government, as the largest employer of labour in Canada, set a most commendable and very necessary example to all others.

As indicating the truth of the foregoing, it is pointed out that, even at this late date, nearly twenty years after the War, the Dominion Government is actively continuing its re-establishment efforts. Two years ago, it called into being the Veterans' Assistance Commission to make a complete investigation of all problems relating to the employment of ex-service men and to make recommendations. An immediate result was the setting up of Local Voluntary Committees in the important centres of Canada. The operation of these Committees was, and still is, financed by the Government, and their main purposes were, and are, to explore all possible sources of employment and generally to secure on a patriotic basis the co-operation of industrialists and other employers of labour.

Coincidentally with the measures taken to find employment for those still able to work, the Government has taken special steps, under the War Veterans' Allowance Act, to afford financial assistance to those no longer able to maintain themselves. The Hon. the Minister of Pensions and National Health, however, has made it clear that the Dominion Government does not intend to provide financial assistance for those who are capable of maintaining themselves. For these, re-establishment into civil life remains a necessity.

As it is estimated—"

And this is by the Veterans' Assistance Commission.

"—that there are over 30,000 ex-service men in Canada still unemployed, the need for all existing re-establishment measures, including the Preference, remains as great as ever.

Suggestions have arisen from time to time to the effect that, as a result of the Preference, ex-service men have obtained more than an equitable share of positions under the Civil Service Act. If this situation has ever existed, present day figures do not now bear it out. There has been a decline in the percentage of Soldier appointments of all classes from a high level of 59·2 per cent in the year 1924 to the present low level of 31·7 per cent in 1937.

Further, it must not be assumed that every Soldier appointment results from the application of the Preference or that inferior material is being taken into the Service when the Preference is applied. It is by no means an infrequent occurrence that the ex-service man proves to be the best man for the job. The claim can confidently be made that the introduction of the Preference led directly to an improvement in the quality of personnel appointed. The Civil Service Commission soon raised the standard of qualifications, thereby checking any tendency at the outset of over-running the Service with either returned soldiers or mediocre personnel. The results are that the best of the returned soldiers, together with the best of the civilians have always been appointed, in proportions which have never been unreasonable.

It will be noted that the Preference is now a diminishing factor, and its usefulness may be expected to decline with increasing velocity as time goes on. The reduction in the number of positions to ex-service men is, without question, due to the fact that notwithstanding the existence of an age exemption, the nature and qualifications for a substantial number of positions are such that, owing to increasing years, ex-service men can no longer successfully compete. However, the Preference has been, and will continue to be, a key factor in the general policy of re-establishment.

Included in the number of unemployed are those who suffer disability but are able to work. Many in this class are pensioned for war disability, and it might be appropriate at this point to deal with the statement, often repeated, that a man should not be entitled to a position and a pension simultaneously.

The general policy of re-establishment for ex-service men has, from the very inception, applied with at least equal force to those pensioned for war disability as to the physically fit. It is clear that, when Parliament passed the Pension Act in 1919, it was not intended that in the awarding of pension, reference should be had to the previous occupation or income of the pensioner, or to his future earnings, but on the contrary these considerations were definitely excluded, as the following extracts from the Pension Act will show:—  
I think perhaps I had better read them, although you had them before, so the record will be clear.

The CHAIRMAN: Surely, go ahead, Major Bowler.

Major BOWLER: All right.

#### “PENSION ACT, 1919, 9-10 GEORGE V

##### *Chapter 43—Section 15:—*

The occupation or income or condition in life of a person previous to his becoming a member of the Forces shall not in any way affect the amount of pension awarded to or in respect of him.

##### *Chapter 43—Section 25 (4):—*

No deduction shall be made from the pension of any member of the Forces owing to his having undertaken work or perfected himself in some form of industry.

The above Sections, it should be said, have remained without change, notwithstanding that the Pension Act has been reviewed by Parliamentary Committees on ten or more occasions since the War.

The problem faced by Parliament at that time was that of devising a basis of award which would give reasonable compensation for the disability

[Major J. R. Bowler.]

suffered, but which would avoid compensation on the basis of pre-war occupation, and which would eliminate the necessity for relating the future rate of pension to the future occupation of the pensioner. Therefore, (with the exception of a small minority consisting of Captains and those of Senior rank) a flat rate for all was laid down regardless of pre-war or post-war occupations, and the disability was measured on the basis of the capacity of each individual to perform common labour

It is admitted that, under this system, some few men have undoubtedly received more than they were capable of earning, regardless of disability, but it is also true (and a much greater consideration), that the Country has not had to face the difficulty of endeavouring to compensate the very large number of professional men, business men and, indeed, men drawn from all ranks and classes, on the basis of their previous income or occupation. To all these it has said, in effect, 'If, in spite of your disability, and because of your previous occupation in life, or otherwise, you find it possible to supplement by earnings the pension we are paying you, you are absolutely free to do so without interference from us.' One can well imagine that this godspeed to the disabled into civil life was given with a blessing.

The Pension Act, therefore—"

This is our submission; I do not speak or attempt to speak for the government.

"—simply laid down a method of fixing the degree of compensation for disability, and was never intended as an instrument to remove those benefiting under it from the field of employment. Had this latter been the intention, an entirely different basis of operation would have been necessary."

I am arguing from that, sir, and submit that when a man qualifies for a disability pension under the Pension Act, as a matter of law as well as a matter of intention, he takes a somewhat painful method, and a method not to be recommended, of securing a private income for life—an income just as private as if it formed part of an estate left to him by his family or something of that sort. I think that is clear, sir, from the language of the Statute and from the general intention, as we understand it.

"If further argument is needed, it may be pointed out that, while a maximum rate of total disability was prescribed in the Pension Act, it was nevertheless laid down that the pension payable in each case should be in accordance with the extent of the existing disability. It was undoubtedly anticipated, and has turned out to be the case, that by far the larger number of disabilities would be of comparatively slight extent and would, therefore, command comparatively slight pensions—in many cases not enough to exist on, and certainly not enough to justify the argument that those receiving pension should be removed from the field of employment.

The following statistics concerning Disability Pension will be of interest in considering this matter:—

The total number of Disability Pensions in force as at 31st of March, 1937, was 79,789.

One-third of all pensions are for disabilities of 10% or under (26,675).

Only slightly less than one-half of all pensions are for 15% and under—(36,379)."

*By the Chairman (to Major Bowler):*

Q. Will you please indicate the amount of pension represented by 10 per cent in that case?—A. Yes. To a single man the pension per month would be \$7.50; to a married man with no children it would be \$10 per month; and then, there are small allowances in the case of children.



Q. And then some years ago the allowance to children born after 1933 I think it was cut off?—A. Yes.

Q. They were not restored?—A. No.

Q. Before that a returned man had a small amount for each one of his children?—A. For each additional child.

Q. But it does not count for the children born after 1933?—A. The 1st of May, I think, 1933.

*By Mr. Mulock:*

Q. And after they become 16 years of age?—A. Of course, that has always been in the Act.

Q. I know, but just to make that clear?—A. Yes, in the case of a boy the additional allowance would expire when he becomes 16 and in the case of a girl, 17; and with the discretion to the commissioner to extend that.

Q. To complete education?—A. To complete education, yes.

Mr. MULOCK: May I just suggest that you get for us the average you mentioned with respect to the other pension percentages.

Mr. CLEAVER: Yes, I would like to know what that 15 per cent pensioner would get.

The WITNESS: Perhaps we had better read the schedules.

Mr. CLEAVER: Perhaps you might like to have that in here.

The WITNESS: Perhaps I might read the schedules in later?

Mr. CLEAVER: All right.

The WITNESS:

The following classification of pensions is interesting in that it shows that more than three-quarters of all pensions are in the lower degree classes (40 per cent and under), while less than one-quarter of all pensions now being paid are over 40 per cent:—

Number of pensions of 20 per cent and under.. . . .	45,561
Number of pensions between 20 per cent and 40 per cent (including 40 per cent) . . . . .	16,587
Number of pensions between 40 per cent and 60 per cent (including 60 per cent) . . . . .	8,125
Number of pensions between 60 per cent and 80 per cent (including 80 per cent) . . . . .	4,975
Number of pensions between 80 per cent and 100 per cent.. . . .	4,541

Total number of disability pensions as at 31st March, 1937.. 79,789

I may say that that 40 per cent indicated above represents, for a man and his wife, \$40 per month. I am quoting these figures only to show you that a great majority of the pensioners are by no means pensioned for total disability.

It is neither equitable, nor is it proper that men, admittedly disabled by war service, should be compelled to exist on the insignificant sums paid to them in the majority of cases. It is in the interests of the country, therefore, that the unemployed, but employable group, in this class, should be re-established, if possible. The need of the retention of the preference, under the Civil Service Act, to the physically handicapped, therefore, remains just as urgent as it is to the fit, so long as there are unemployed pensioners capable of supporting themselves.

The number of disabled ex-service men re-established in permanent or seasonal positions cannot be regarded as excessive. According to figures furnished by the Civil Service Commission to the Veterans' Assistance Com-

[Major J. R. Bowler.]

mission, there were 1,905 appointments under the disability preference for the period 1922-1935, representing about 9·5 per cent of the total male appointments in these categories.

*By Mr. Cleaver:*

Q. Could you give us the total number of ex-service men in the service?—

A. I am told that that information is before you.

Hon. Mr. STEWART: Yes, we have it.

The CHAIRMAN: In any event, we will try to get a statement on that from the Treasury board. I will take a note of that.

Mr. TOMLINSON: I think we should know those who are not in the service as well. There are many returned soldiers placed in departments who are not under the Civil Service Commission.

The CHAIRMAN: We should also have definite figures from the Treasury board concerning the exact number of personnel in the inside service and in the outside service.

Mr. TOMLINSON: Yes, taking in all of the services.

The CHAIRMAN: Yes, both permanent and temporary.

The WITNESS: A special survey to that end was made some time ago but the figures on the result of that survey have not been published yet so far as we are aware.

The CHAIRMAN: Yes, it was started five years ago and we have not yet been furnished with that information.

The WITNESS: To continue:—

“The Report of the Veterans’ Assistance Commission shows a total registration of 32,907 Fit, Partially Fit and Unfit Veterans. Of these, 10,146 were classified by the Commission as being Fit and able to work. There are no statistics in the possession of the Commission giving the type of employment these fit men were engaged in but, if the registration is analysed, it will be found that practically 50% of the total number of applicants fall into certain groups; and it is not unreasonable to assume that the majority of these would be capable of being re-established in lower grade, non-technical jobs, such as Janitors, Caretakers, Cleaners, Small Postmasterships, Lightkeepers, etc. Such jobs should be well within the physical capabilities of the larger number of those shown in the following groups:—

Blacksmiths.. . . .	131
Bridgemen.. . . .	78
Carpenters.. . . .	1,050
Electricians.. . . .	282
Engineers—Stationary, Steam, Gas and Oil.. . . .	338
Factory Workers.. . . .	371
Firemen.. . . .	264
Gardeners.. . . .	448
Handymen.. . . .	2,477
Janitors, Caretakers and Elevator Attendants.. . . .	4,594
Labourers.. . . .	3,932
Mechanics.. . . .	329
Orderlies.. . . .	181
Pipefitters, Plasterers and Plumbers.. . . .	339
Railway Employees.. . . .	356
Road Maintenance Men.. . . .	238
Steel Workers and Sheet Metal Workers.. . . .	138
Warehousemen.. . . .	344
Teamsters.. . . .	216
Welders.. . . .	55

*By Mr. Cleaver:*

Q. What does this list of employment categories purport to show?—A. It shows the number of men in the several groups available for employment. It is taken from information secured as a result of the Veterans' Assistance Commission's report. They give an analysis of all of those whom they found to be unemployed and from that analysis we have taken these particular occupations as being typical of the men for whom work is required, and of giving some idea of the proportion of each class.

Q. Is that statement a break-down of all of the man listed?—A. It includes them all.

Mr. CLEAVER: It would hardly include 30,000, it looks more like—

Mr. MULOCK: It is 10,146.

The CHAIRMAN: It is more than 10,000 odd.

Mr. FOURNIER: It would be 16,000.

*By the Chairman:*

Q. Now, Major Bowler, this is interesting, but it is of no use to us unless we know where these people are located?—A. You mean, where they live?

Q. Well, in what district, do you see; some department should do that work to show whether they can be localized?—A. Yes.

Q. In order to do something for them; because, you see, here you have 131 blacksmiths, where are they? It is pretty hard to make a Dominion-wide advertisement for any position for blacksmiths, for instance, because imagine what it would be to give a chance to these men—we should know where they are and we should have a little more information. I do not say that as any reflection on you at all, but in that connection you see the Veterans' Commission did not complete its work.—A. My information is, sir, that these statistics—and this is about one-half of the total unemployed—these statistics were based on questionnaires and forms.

Q. Yes, I know, but they were not classified in a way to make us understand where the problem was the most serious, you see. These people did not know how to do the work properly and we have to tell them?—A. That was one of the purposes in the break-down.

Q. That is not a reflection on you; I do not want you to take it as a reflection; but I notice that a lot of the work of these different departments that comes before us is "half-baked."

The WITNESS: The concluding paragraph reads:—

"The views of The Canadian Legion, with reference to the Preference, under the Civil Service Act, are necessarily bound up with its views in regard to the Merit System of appointment. It may be said that The Canadian Legion has consistently approved of the Merit System as being a desirable instrument for this purpose, but, more particularly does it approve of this principle because, from experience, it has found the application and maintenance of the Preference to be difficult, and at times, impossible, under any other system in which the merit determining competitive examination is not fundamental. Legislation has been enacted to provide for the application of the Preference to certain exempted positions but, in the experience of The Legion, such legislation does not work consistently or satisfactorily from the point of view of either re-establishment or numbers appointed. Therefore, The Legion desires to record itself as being definitely opposed to the further exemption of positions from the jurisdiction of the Civil Service Commission, and would regard with favour any measure having for its object the restoration of those positions which have been exempted.

All of which is respectfully submitted.

J. R. BOWLER,  
*General Secretary."*

Ottawa,  
June, 1938.

[Major J. R. Bowler.]



I realize, sir, that the relative merits of the merit system and patronage are sometimes a matter of contention. I am merely recording the views of the Canadian Legion on the subject before us.

*By Mr. Cleaver:*

Q. What steps if any have the Legion taken to secure the same type of preference in regard to government contract? Over the years millions of dollars of government works are initiated and I have found in regard to works in my riding that apparently no rule exists whereby a contractor must employ a certain percentage of ex-service men in connection with the erection of public buildings and so on; has anything been done in that regard?—A. Yes. For some years past it has been a policy not only of this government but of the preceding government that in all contracts a soldiers' preference clause would be inserted.

Q. What type of a clause; one requiring a contractor to have in his employ a certain percentage of ex-service men, or how does it work?—A. No; that would be most desirable from our standpoint, but it is quite impossible to apply a general quota to the whole of Canada, because conditions vary as you go. In some parts of Canada there might be very few ex-service men and in other parts you might have a very heavy concentration.

Q. Why could not a quota basis be set up whereby it would be said that so long as ex-service men are available and until all of the ex-service men in a district are employed a contractor shall employ a certain percentage of ex-service men? I find that rule being entirely disregarded, if there is such a rule.—A. The rule has been revised in respect to these contracts quite recently; and the Minister of Labour, Mr. Rogers, informed us the other day that a new clause has been decided upon and will be inserted in all contracts giving a preference to ex-service men amongst others.

Q. I wonder if you would be good enough to give us for the records of this committee a copy of that new clause so that we might bring in any recommendation that we thought wise in that regard?—A. I will be very glad to furnish that.

Q. Another thing; has any effort been made by your association to secure the co-operation of private industry in the same way? In practically every industry there are many positions which might be termed sheltered or semi-sheltered positions where an ex-service man could do the work just as well as a man who is 100 per cent physically fit. Have you faced the idea of trying to interest men in that regard; I refer to such positions as that of night-watchman, elevator operator, etc.—A. We have concentrated on that for the last few years, and I think we can say it was the result of our representations that voluntary committees, composed of local business men in connection with the Veterans' Assistance Commission, have been set up in the larger centres throughout Canada. That has been their main endeavour, to find positions such as those you have mentioned which might be filled by ex-service men.

MR. CLEAVER: I have found the industrialists quite willing to co-operate when the matter has been properly laid before them; but I find in many instances it is not laid before them and they are not employing ex-service men when they should. It seems to me that some concerted effort should be made to interest industry in that regard, to make it, if necessary, financially profitable for them to employ ex-service men in sheltered positions; or, in other words, to tax them if they do not.

MAJOR BOWLER: That is the basis of what is known as the probational training scheme.

MR. GOLDING: That would not appear to come within our scope.

MR. CLEAVER: I think perhaps a recommendation from this committee would help.

Mr. GOLDING: But that seems to be going outside the jurisdiction of this committee.

Mr. CLEAVER: It is quite obvious to me that if 30,000 ex-service men are unemployed, the little dribble of employment that could be supplied through the Civil Service Commission would not have any appreciable effect on the total. What about the preference within a preference; do you not think that is working quite a hardship in many instances?

Major BOWLER: That is, the disability preference?

Mr. CLEAVER: Yes.

Major BOWLER: Yes. I am aware, and the Legion is aware, that there are instances resulting from the operation of the disability preference which, on the face of them, are inequitable and sometimes unjust. Certainly it would be very difficult for anyone to justify them.

In considering the disability preference, I think you have to do precisely what I have suggested in my brief, and that is to get right back to the rock-bottom principle of re-establishment. The main job confronting the people in charge of the government of Canada at the end of the war was to get those 600,000 men, who would be a menace if left to roam loose in civilian clothes, into jobs; and they had to be got back regardless of whether they were pensioners or whether they were not, because, as I have tried to show you by the language of the legislation, there was never any intention that an award of a pension should be a substitute for a job; and that in any case, as the percentage of disability was small, the amount of pension payable could not possibly be called a sufficient amount for the man to live on. They had to be employed just as much as the fit men. If you ask my opinion as to why the disability preference was passed it is this: the country had two men to place in employment; they had to re-establish them; one of them is fit, the other is unfit. It is harder to get the unfit man into employment than it is to get the fit man into employment; hence they made this special provision for the unfit man, and the disability preference is only one feature. For instance, vocational training was another. The condition upon which vocational training was granted, except in the case of a youngster, was that a man must be unable to follow his previous occupation.

The same thing applies to the indemnity which is still in existence with reference to employers who employ pensioners, I think, of 25 per cent downwards. The government, from the very inception, and even to-day, will indemnify that employer against any loss that he might incur by reason of injury or accident, or anything of that sort.

So my answer is that while it is true that the disability preference does occasionally—I think that is a fair statement—work out unjustly, nevertheless the basic principle on which it was founded is absolutely sound; that is, that special steps had to be taken at the time of demobilization to get the disabled men back into civilian life.

Mr. MACNEIL: Would you describe the conditions under which the disability preference is applied?

Mr. TOMLINSON: I was going to ask Major Bowler this question: it has been mentioned here the possibility of ear-marking certain positions for the disabled men, for which no other person need apply. Would that be possible?

Mr. CLEAVER: You would have to remove the residence restriction.

Mr. TOMLINSON: Yes.

Mr. CLEAVER: So that if in a given locality they had not an ex-service man fit for the position, you would be able to bring in one.

Mr. TOMLINSON: I would like your opinion on that, as it has been mentioned before the committee.

[Major J. R. Bowler.]

Major BOWLER: I think our answer to that would be in regard to the classes of positions, or to many of them, under the disability preference. That is really what it works out to now.

Mr. TOMLINSON: Yes, but I understand you have been localizing the preference to small communities. For instance, an elevator operator's job is clearly a disabled soldier's job, is it not?

Major BOWLER: It should be, yes.

Mr. HERWIG: I think I understand your question. You mean that the local preference supersedes the returned soldier's preference, or, if there is no disabled man in the locality, you cannot bring one in?

Mr. TOMLINSON: Yes. There has been that feeling.

Mr. HERWIG: The removal of the local preference would certainly help.

Mr. TOMLINSON: I was wondering what your opinion was.

Major BOWLER: I may explain to the committee without apology that Mr. Herwig has been very closely associated with the operation of the preference under the Civil Service Act for nearly twenty years. He has expert knowledge in that regard and perhaps he would be more competent than I to answer your question.

Mr. TOMLINSON: I would like an answer.

Mr. HERWIG: The local preference, of course, has always been administered as a preference which would supersede the disabled or the returned soldier's preference. If there is no returned soldier in the locality, a civilian is always appointed. I do not know how you are going to change that unless you are going to do away with the local preference. It would help us in the placing of disabled returned soldiers.

Mr. TOMLINSON: The salary for most of these positions does not warrant a man coming any great distance.

Mr. MACNEIL: What are the conditions which must be fulfilled before the disability preference is given application?

Mr. HERWIG: He must qualify in a competitive examination. There are three points: one, that he is unable to follow his pre-war occupation; that he has not yet been re-established, and that he is in receipt of a pension.

Mr. MULOCK: Of 5 per cent or more?

Mr. HERWIG: I think that is true.

Hon. Mr. STEWART: There is one question upon which I should like Major Bowler to give the committee some information. I think he has correctly stated the position all the way down the line as between the government and the returned soldiers, namely, that pension should not be taken into consideration in giving employment. I would like now to ask Major Bowler the feeling among returned soldiers themselves as to a disabled soldier on pension being an applicant for a position, and one who is not disabled, who is without pension and without employment. As between those two, to what extent is there a feeling that it is rather unfair for the soldier who has this substantial pension to get a preference? To what extent is there a feeling among the returned soldiers that the preference within the preference to which you have referred is unjust to the returned soldier who has no pension at all, who has a family and who has not been established and is in need of a position? I am raising this point because a number of soldiers have spoken to me about it. They have expressed a sense of grievance, that here is a man with a substantial pension, I have not any pension; he cannot do that job as well as I can; he gets the preference over me. The man without a pension feels that in some way it is unfair to him. What I am bringing up is just that point as between the soldiers themselves. To what extent is there a sense of grievance or injustice on the part of the returned



man who is not disabled, who has not been established, who has not a pension, who has a family and is in difficulty, when he applies for a position and finds a man, sometimes with a very substantial pension who perhaps has not as good qualifications as himself, and the man without the pension passing with a higher standing in the examination, yet the other man gets the preference over him? I have had them complain to me about that. To what extent are you aware of that attitude on the part of some returned soldiers?

Major BOWLER: I would not attempt to deny for a single minute that there is a considerable sentiment along those lines in the Canadian Legion. That it does exist, I think, is shown by the fact that the Veterans' Assistance Commission, who come in contact with a considerable part of the soldier body throughout Canada, recommend that the disability preference should be done away with. That was a matter of deep concern to our recent dominion convention at Fort William. I frankly say there were many conflicting opinions, but the net result, or the opinion which was finally formed and which was adopted unanimously, was that the preference clause should not be amended; but that the Civil Service Commission should do everything in its power to remedy inequalities and certain injustices by way of administration, even if they had to strain the language of the statute a little bit.

Hon. Mr. STEWART: I did not know that you had arrived at a conclusion such as you have intimated you reached at your convention.

Major BOWLER: Yes.

Mr. CLEAVER: Would the criticism be overcome by restricting the preference within a preference to the ex-service men receiving a pension of less than a given percentage? In other words, that a man who is receiving almost a full pension should perhaps not have the preference, whereas a man who is just receiving a pittance of 10 or 15 per cent pension and not getting enough to live on should have the preference within the preference?

Major BOWLER: I admit the force of the contentions, and, at the same time, I see the difficulty.

Again I say that the thing is founded on a principle, the principle of special steps being taken to get the disabled man absorbed. It is more difficult in his case than it is in the case of a fit man. That principle is either right or wrong, but that is something perhaps to be considered. My personal opinion is that it was a sound principle to work on. But if in the working out of the principle you find that in what I think will be found to be isolated cases, where obvious injustices appear, or things happen that on the face of them you would say should not happen, should you take these new cases as being your reason for disturbing the whole principle, or can you have it half way?

Mr. FOURNIER: A year or so ago the commission held an examination for lower-grade positions, for elevator men, and so forth. This examination was advertised throughout the land; civilians competed and returned soldiers competed, also disabled men. No civilians or returned soldiers were appointed after the examination except disabled men. I believe some criticism arose from the fact of calling in hundreds of people to compete when there was no possible chance of being appointed. As Mr. Stewart said, complaints came in from returned soldiers. Do you believe that a man who has a 10 per cent disability should not be put on the same footing as the ordinary returned soldier?

Major BOWLER: No, I would not. I do not speak for a unanimous legion, but I personally would give your pensioner the edge; I think he needs it, because as I have been trying to explain this morning, and Colonel Baker said the same thing, things are not understood by the public and by employers of labour and it is better for a man not to have a pension to get a job to-day; because the very fact he has one, no matter how small, is construed at once by everyone that that man is a dominion government responsibility. They think, if they are not pay-

[Major J. R. Bowler.]

ing him enough, if the pension is not big enough, that is their responsibility, and it is not for us to look after him. That is what the pensioner has got to meet to-day. I am not speaking from the personal point of view, of course, because I do not—

Mr. FOURNIER: One way you suggest to avoid this criticism is to enable the commission to use its own discretion in making the appointments?

Major BOWLER: That is the only conclusion to come to, in my own mind. If I were a commissioner and saw something which I knew was unexpected or not intended as a result of a principle which we regard as necessary or essential, I would do my damndest—pardon the language—to find some way of straightening that out within the legislation.

Mr. MULOCK: How far do you think it should go?

Major BOWLER: I would not ask them too many questions if they, for some reason or other, choose an unemployed fit man with a large family as against a single man with a large pension. I would never ask them why if they did that.

Mr. FOURNIER: That would be open to criticism just the same.

Major BOWLER: By whom?

Mr. FOURNIER: From the legion or the public, who would say they were not applying the Act.

Mr. MULOCK: And from the man who was disabled, because under the Act he is entitled to it.

Major BOWLER: I know.

Mr. CLEAVER: The Act is now compulsory. Would you suggest the Act should be amended and be made optional in the discretion of the commission, rather than obligatory?

Major BOWLER: If you are going to amend it at all I think that would be the only thing to do, give the commission discretion; but I would not give them wide-open discretion.

Mr. BROOKS: Have you the resolution passed at the Fort William convention?

Major BOWLER: I can file it, yes.

Mr. MULOCK: Can you give us any recommendations as to the change in the wording which might accomplish the object outlined, so that the commissioners would be acting within their powers and the Act rather than going against the express provisions of the Act?

Major BOWLER: I have not thought about it from the point of view of drafting an amendment.

Mr. CLARK: I should like to refer to a case about which I have personal knowledge where a returned soldier was put out of a position because an examination was held and the man receiving a pension and who was employed—I suppose it was not cleared up that he was successfully re-established, but he had employment and had a pension—got the position and let the other man out of it. The other man had been working there temporarily for two or three years as caretaker of a building. He was an ex-service man. Now, he is thrown out of work, and the man who was receiving a pension got the job. He got the job because of that pension, although at the time he had a position in civil life.

Mr. HERWIG: It would fall under administrative decision as to whether or not the man was re-established, I should say.

Mr. CLARK: I presume the man did not want to continue with the work he was doing.

Mr. HERWIG: I think that more or less illustrates Major Bowler's point, that the commission use discretion on matters of that kind, and if that were done, that man possibly would not get the position.

Mr. TOMLINSON: I take it from the report of your meeting at Fort William that you would like to give the civil service commissioners discretion and yet not amend the Act in any way. Were there any other suggestions made there?

Major BOWLER: No.

Mr. TOMLINSON: Was it discussed?

Major BOWLER: Yes, very largely.

Mr. HERWIG: It was discussed.

Mr. TOMLINSON: Was the recommendation unanimous?

Major BOWLER: Yes. It was contained in a report that was adopted unanimously.

Mr. TOMLINSON: Was it discussed from the angle that a disabled returned soldier might force the commissioners to carry out the provisions of the Act if they attempted to use their discretion in contravention?

Major BOWLER: There are many factors, I would think, that go to the making of an appointment and I do not believe it would be necessary for the commission to say that because of that one factor this man does not get it. You have a thousand factors, I should imagine, although I do not know much about it. You have a thousand factors to consider before you say here is the man.

Mr. FOURNIER: As the Act is drafted, the commission cannot use its discretion. As the Act is drafted now they have to comply with the law. If they do not they are going to be blamed by somebody. The man who wants to get that position would be far from quiet if he is a disabled man and reads over the Act. If he does that he will insist on his getting the appointment.

Mr. TOMLINSON: He can go farther than that and enforce his rights.

Major BOWLER: Well, I can only tell you that the Dominion convention of the legion, after a very exhaustive discussion, after a conflict of ideas and opinions which were quite extensive, have finally decided unanimously that, rather than risk the principle embodied in the preference, both as applied to disabled preference and general preference, it should not be amended, and that as far as possible without doing anything illegal that the commissioners—

Mr. MULOCK: Anything they do is illegal in that direction. They are absolutely bound by that preference within a preference, and unless there is a change made they cannot exercise that very discretion that your convention thought unanimously that they should exercise. You see the point. Would it be possible for you and Mr. Herwig to consider that point and suggest a small amendment to allow the civil service commissioners the privilege of using their judgment in such cases to carry out the intent of the resolution passed at your convention?

Major BOWLER: I will be very glad—

Mr. FOURNIER: The section is imperative. These pensioners have to be named, if they possess the necessary qualifications. The Act says they shall be named in the order of merit on the list of successful candidates, above all other candidates. That is the principle. Now, when the commission tries to use its discretion it is not following the principle laid down in this section. Have you any suggestions to make whereby the commissioners in certain instances will give preference to the father of a large family who is a fit man as against the single man who has a disability? If you have such a suggestion, let us have it so we can make a recommendation to amend the section to please both the legion and the people.

[Major J. R. Bowler.]



Major BOWLER: I understand the difficulty.

Mr. HERWIG: May I say a word about that. Forget all about the returned soldiers preference entirely. If you have a similar situation arising out of a competition where a young single man receives a higher number of marks perhaps two than a married man, the Act does not permit any changes there at all. It is a principle which, perhaps, ought to be considered all the way through the Act and not only in respect of the returned soldiers' preference. Now then, that is what I think is what we might call an economic factor, where one applicant for a job is economically much more deserving than another one, although the other one may be higher in this marks.

Mr. FOURNIER: I know it is not the merit system. We should appoint the name with the highest rating.

Mr. HERWIG: Yes. I was going to try to come to your point about how this thing may be worked out, perhaps in the administrative disposition of it. Somebody—I cannot say who it was, a member of parliament phoned me a little while ago that a man passed an examination for postal helper in Vancouver. He was an honour graduate—or a postal clerk, I guess it was. He was a very well educated man, much more highly educated than was necessary for the job. When he came to the oral examination, his disability was the disability of his hand. Whether that man really could or could not do that work was not really determined by giving him a trial. The board said that that disability would unfit him for that particular kind of work; and, therefore, although he might have been entitled to disability preference, he was ruled out right there, because they did not think he was qualified to fill the job. Actually, disability preference does in a sense fit the man to the job, because he cannot be qualified unless he can do the work.

Mr. MACNEIL: In spite of his disability?

Mr. HERWIG: Yes, in spite of his disability. It does occur sometimes, and I think the cases are comparatively few where this economic factor comes into the question; and I think if you are going to consider it in respect to the disability preference, you will also have to consider it in respect to the ordinary merit system.

Mr. FOURNIER: I have taken up the example taken by Mr. Bowler.

Mr. HERWIG: Yes.

Mr. FOURNIER: An example of the way it works in Ottawa, at headquarters, is that a returned soldier has no possible chance of obtaining a lower grade position when the preference exists.

Mr. HERWIG: When the disability exists, right.

Mr. FOURNIER: It creates some friction amongst the returned men. If the commission had some discretion, larger discretion, it would be better.

Mr. HERWIG: In that respect, does not that apply to all competitions?

Mr. FOURNIER: There are less complaints.

Mr. HERWIG: For instance, suppose you have an examination for postal clerk anywhere, and perhaps three or four hundred apply. Suppose there were no returned soldiers applying at all. There might be a list of perhaps one hundred and fifty, but only ten could be appointed. All the rest of them—they have all qualified, but they cannot get jobs. The same thing applies.

Mr. TOMLINSON: They apply the merit system.

Mr. HERWIG: The merit system is applied yes.

Mr. TOMLINSON: The merit system is applied immediately, the preference is not.

Mr. HERWIG: The character of the complaint is very similar, in respect to complaint about disability preference, I suppose, to such complaint of a man who does not succeed in getting a job.

Mr. TOMLINSON: No; because the disabled man takes an extra preference over the other returned soldier.

Mr. HERWIG: Exactly.

Mr. TOMLINSON: There is quite a difference between two civilians, one a married man and the other a single man.

Mr. MACNEIL: There is a point I would like the opinion of the witness on. In my experience the man with the greater pension suffers the greater handicap, by reason of the fact that comparatively few men with substantial pensions can qualify, but reason of their physical disabilities, for service. Is not that right?

Mr. HERWIG: That is true.

The CHAIRMAN: I want you gentlemen to ask all your questions and say all you have to say.

Mr. FOURNIER: I have only one further question. I have read over the files, Mr. Herwig, and find at the bottom of the form it is marked, "I concur herein."

Mr. HERWIG: Yes.

Mr. FOURNIER: And I have noticed that some of these are not signed by you or anybody else from the Legion.

Mr. HERWIG: You mean in connection with some——?

Mr. FOURNIER: In the civil service; I have been shown files in which this form contains the words, "I concur herein," and you have not signed it.

Mr. HERWIG: Well, I think, so far as the boards or the board of examination in Ottawa are concerned, they would all be pretty well signed; but on the outside boards it may be that we were not able to have a representative present, and then, of course, there would be no signature. There might also be a case or two where I would not wish to sign the report.

Mr. FOURNIER: That is what I was coming to. We have that form, and we want your concurrence in the appointment. Why would you not wish to sign in every case?

Mr. HERWIG: Well, I had a case the other day where two of the applicants happened to be both—one happened to be employed in our office and the other one had been years ago. One was employed at the present time and one was employed years ago.

Major BOWLER: That is in the Legion.

Mr. HERWIG: Yes. I did not care to make any suggestions.

Mr. FOURNIER: You did not want to make any preference?

Mr. HERWIG: I did not wish to do that.

Mr. O'NEILL: Mr. Chairman, I did not have a question; but it seems to me that if you are going to try to establish a preference for returned men, or a preference within a preference, if you are going to leave the act as it is—and apparently the returned soldiers themselves do not want the act changed, and they are the men who should have the say whether the act should be changed or not, the returned men themselves—it should not be of any importance to anybody else except the returned men—the only way, I think, that you can do anything with that is to have a board of appeal. Now, during the war days they set up what was known as the Canadian Railway Board of Adjustment Number One to handle grievances between the men and the railway company, and that has worked out so satisfactorily that it is still in existence. It

[Major J. R. Bowler.]

seems to me that if you had some sort of board of appeal, and had your returned men on there, your commissioners and the employees of the civil service, and if it had a meeting every three months or every six months or every year, whenever you liked, then all these questions could come before that board. Then if you had some returned man who felt that he had a grievance because some returned man having a super-preference had a good position and he thought he should not have it—on account of possibly being a single man maybe while the other returned man was a married man, and we will say that the fellow who got the position maybe had a 100 per cent pension and was still able to do the job while the other fellow had no pension at all. All these things could be ironed out at that committee. I do not know any other way you can do it. If you make a different law, then the commission have no choice but to obey the law.

The CHAIRMAN: I thank you for your contribution, Mr. O'Neill. But some points have not been brought out, and I am anxious to put questions to the witnesses after the members are through.

Mr. SPENCE: I was just going to say that I think all parties will agree that the returned soldiers should have a preference everywhere. I believe that the preference has been granted to them so far as the government is concerned, and also in a great many municipalities. I was just going to ask Major Bowler if he has not, in his long experience, met some returned men getting no pension at all—and who were in a very bad state physically—because they could not show that their disability was caused by service overseas, and who were sometimes worse than the man who was considered a full disability case. I have found that myself. Take the case of a man of that calibre who is unfortunate enough not to be getting a reasonable pension—say 15, 20 or 25 per cent pension—because he has not been given consideration—and we know down in our hearts that there were such cases, because a man would be sometimes drawing a full disability pension if he was fortunate enough to be classed in that category after the war, while others who did not look after themselves would not: I never could myself see why returned soldiers who served four years overseas and are really in bad condition physically, not able to work—and I know several of them; I have appealed for them and did all I could for them—because they could not prove that their disabilities were caused from service overseas, or because some record was lost or something was not looked after on the field of battle, have been deprived of a pension, while the other fellows have been more fortunate in getting a full disability pension. I can always see the necessity of giving a soldier's pension; but I say that the man who is unfortunate in not having his pension, or only a small pittance, should not be deprived of the opportunity of competing with the man with a full disability pension. A man getting a full disability pension, from \$75 up, according to his family, is not going to be very hard up, I do not think; and I think we should do something for the young fellow who has got nothing. I know one chap, for instance; he drove a car from away back in 1913; he was one of the first contingent. Instead of being used as a motor expert, he was put in the mud in France. He developed duodenal ulcers and he has been sick ever since. He lives in Hamilton, at 103 Frederick Street; and all he got until about two years ago was \$12 a month pension. He is absolutely unable to do anything. Why should a man like that not be able to compete with the man getting full disability pension? He should have got a full disability pension; he cannot work. He has not got that because somebody lost track of him overseas, and they did not even know the boat he came back on. He served from 1914 to 1919.

The CHAIRMAN: He is not considered as disabled because he does not get a pension.



Mr. SPENCE: He has got a pension.

Mr. GREEN: By and large, the men who are getting pensions are the men who were wounded overseas. You cannot work out anything for individual cases.

Mr. SPENCE: But the returned men should get a fair chance.

Mr. TOMLINSON: You have a representative that sits on every board where a competition is taking place. In a great many of our smaller towns who have not a legion formed, but there are always returned soldiers. To some of those towns you will send out from thirty, forty or fifty miles away somebody from the legion—somebody from that legion head—to sit on that board. I have had complaints from the returned soldiers in that particular locality, where they felt they might have the privilege of sitting on the board themselves instead of bringing in an outside man that does not know the locality at all. I was wondering if any consideration had ever been given to that.

Major BOWLER: Well, of course, the legion's position with the civil service or in relation to it is one of privilege entirely. We have no shadow of right there whatsoever. It is simply a generous gesture.

Mr. TOMLINSON: I know that. But would it be—

Major BOWLER: May I also add this, that it is a generous gesture.

Mr. TOMLINSON: And it is a credit.

Major BOWLER: But it would not work; in my opinion it would not be practical—if you brought more than one organization into it. I do not think the Civil Service Commission could administer it if there were a number of organizations.

Mr. TOMLINSON: As I understand it now, the representative only sits on that board to see that the returned soldier preference is carried out according to the act?

Major BOWLER: Yes.

Mr. TOMLINSON: That is what he sits on the board for?

Major BOWLER: Yes.

Mr. TOMLINSON: Then he concurs in the decision reached by the board if he finds that that preference has been taken care of?

Major BOWLER: Yes; although his signature has no legal weight.

Mr. TOMLINSON: Well, no, it has no legal weight.

Mr. HERWIG: It is not quite that. A preference cannot be administered unless the man is qualified; and therefore the representative sits in at the board to make sure that the returned soldier gets the highest possible rating that his qualifications demand. Those are his instructions. That is what he is told.

Mr. TOMLINSON: He sits in purposely to see that the returned soldier receives a square deal from the board.

Mr. HERWIG: That is right.

Mr. FOURNIER: But he makes no decision? This representative makes no decision as to the rating?

Mr. HERWIG: He concurs. No; he is not a rating officer. He concurs in or dissents from the rating given.

Mr. TOMLINSON: Why do they bring in a man from outside to sit on that board?

Mr. HERWIG: Naturally, you want to select carefully the kind of man you send. The reason why some—many of these papers are not signed is because we want the right calibre of man to do the work.

[Major J. R. Bowler.]

Mr. TOMLINSON: Well, all towns have at least one or two returned soldiers who are very competent, and, who do not belong to the legion.

Mr. HERWIG: Well, sometimes we appoint men who are not legionnaires and they go up. It is usually left to the provinces themselves to do that work. A provincial man must do that. We cannot select a man from here and send him down in Nova Scotia, for instance.

Mr. TOMLINSON: No. He is selected from the returned soldiers in the locality and sits in on the board to see that the boys in that particular locality receive a square deal at that local point.

Mr. HERWIG: That is what we are trying to do.

Major BOWLER: As far as possible that should be done.

Mr. TOMLINSON: It is always a legion man that is appointed.

Major BOWLER: It would be the legion.

Mr. TOMLINSON: There are a great many returned soldiers who do not belong to your legion?

Major BOWLER: That is quite true.

Mr. TOMLINSON: As a matter of fact, from the figures, I would say there are over half who do not belong.

Major BOWLER: I would say that less than half belong to any organization.

Mr. TOMLINSON: Less than half?

Major BOWLER: Yes.

Mr. TOMLINSON: There is a great number—there are thousands that do not belong to the legion.

Major BOWLER: That is quite true. The majority of ex-service men in Canada do not belong to any ex-service men's organization.

Mr. TOMLINSON: We have a great many towns in which there is no legion. They will send a man over from Owen Sound to us, all that distance; and we have returned soldiers in Port Elgin who could sit on that board.

Major BOWLER: I follow you. The legion has no desire to claim a monopoly about the thing. The legion has done the job as a duty; but if it is felt that the legion should withdraw from it—

Mr. TOMLINSON: I do not mean that; where there is a legion in the town, have representatives of that legion; but—

Major BOWLER: Where there is no legion in the town, it is the responsibility of the provincial commander of the legion to find a good man,—whether he is a member of the legion or not,—who is capable of doing that particular job.

Mr. TOMLINSON: I have had a good deal of criticism on that.

Major BOWLER: We had to. We find, I will not say overwhelming opinion but fairly general opinion that the legion has no business in this thing at all; and strictly speaking, we have not. It is an absolute privilege, but it works, mind you—and I say this and would be prepared to argue it if necessary—95 per cent for the benefit of the non-members of the legion; because the membership of the legion very largely is employed. We have not got many men unemployed in our ranks. They have to pay money to belong to the legion, and the unemployed man does not want to do that, nor should he, in my opinion.

The CHAIRMAN: Are there any other questions, gentlemen?

Mr. GLEN: I was at another meeting this morning—

The CHAIRMAN: Are you through, Mr. Tomlinson?

Mr. TOMLINSON: Yes, I am through. I just wanted to bring that out.

Mr. GLEN: I was at another meeting this morning, and I do not know whether this was discussed or not. I do not want to thresh old straw, but I was interested in the last paragraph of the submission, which is as follows:—

“Therefore the legion desires to record itself as being definitely opposed to the further exemption of positions from the jurisdiction of the Civil Service Commission, and would regard with favour any measure having for its object the restoration of those positions which have been exempted.”

Before you made that statement I presume you had met your officers of the legion, before this submission was made?

Major BOWLER: Yes.

Mr. GLEN: Or was this submitted without reference to the officers of the legion?

Major BOWLER: No. We have not had a meeting of the dominion council since the last dominion convention.

Mr. GLEN: Was there discussion within the legion with regard to the abolition of patronage in any of the smaller fields of the civil service?

Major BOWLER: Yes.

Mr. GLEN: There was?

Major BOWLER: Yes.

Mr. GLEN: At their annual convention?

Major BOWLER: Yes.

Mr. GLEN: Does the report that you are now submitting embody their idea—the unanimous opinion of that board?

Major BOWLER: Yes.

Mr. GLEN: Was there any dissension at all?

Major BOWLER: Not to my knowledge.

Mr. GLEN: Not to your knowledge?

Mr. BOWLER: No.

Mr. GLEN: Was there any formal resolution passed along the lines of that last paragraph?

Major BOWLER: Yes.

Mr. GLEN: There was?

Major BOWLER: Yes.

Mr. GLEN: Would you mind putting it on the record?

Major BOWLER: It has already been filed.

Mr. GLEN: It has been filed already?

Major BOWLER: Yes.

Mr. GLEN: And that resolution—I do not know its terms—is to the effect that the legion is entirely in favour of the merit system within the service, and that they are opposed to any further exemptions of public bodies from the operation of the Civil Service Act; is that correct?

Major BOWLER: That is correct.

Mr. FOURNIER: You are not implying that the ex-service men are not well treated by the government with respect to positions that do not come under the commission's jurisdiction?

Major BOWLER: No. I was simply going to add that the legion's action is entirely without malice or anything of that sort. It is not intended as a criticism of the patronage system. But I was just remarking to Mr. Herwig this morning, that during all the years I have been in the legion—and he con-

[Major J. R. Bowler.]



firms my experience—we have not heard any one take issue with the merit system. They seem to accept it as being the system which should prevail.

*By Mr. Brooks:*

Q. This is another matter, Mr. Chairman; I just wanted to get the opinion of Major Bowler on it. It is in connection with temporary appointments. In a great many instances when positions become vacant it has been my observation that temporary appointments are made and the man appointed to the temporary position is very often in that position not only months but sometimes years. I would like to have the opinion of Major Bowler as to the expediency of the appointment of a man who has eventually to pass a civil service examination for that position; if that is the case why should he not be appointed within a reasonable time of say a few months? I would also like his opinion as to whether a returned man could not be appointed in the first instance to these temporary positions and not have them taken from returned men and afterwards given to other returned men; after waiting an unreasonable length of time.—A. Yes. I would say that if a position is going to be permanent the sooner that is made known the better; and certainly in a case of that sort it is not desirable to have two sets of appointments; that is, one in a temporary capacity and then later after the examination a permanent appointment to the same position.

Q. You would recommend then a preference for the temporary appointment as well as for the permanent appointment?—A. I would so think.

Mr. HERWIG: It has to be carried out that way anyway.

*By Mr. Brooks:*

Q. Has it been your experience that temporary appointments have lasted much longer than might be considered reasonable?—A. (Mr. Herwig) In some instances, yes.

Q. Quite a number of instances?—A. (Mr. Herwig) I would not say a large number when you consider the number of appointments that have been made, but we have experienced a number of instances.

*By Mr. Tomlinson:*

Q. I would like to carry on here for a few minutes in connection with the smaller positions; as I understand it at the present time these smaller positions are exempted from the Act. In the case of these positions the department forward a letter to the Legion in connection with the position becoming vacant I understand?—A. (Major Bowler) Mr. Herwig presides over that branch of the office. I will ask him to answer that for you.

Mr. HERWIG: Only in the case of the Post Office Department. That is the only department which does that. We do not know of any vacancies that occur in any other department.

*By Mr. Tomlinson (to Major Bowler):*

Q. In the Post Office Department they do though?—A. Yes, sir.

Q. You have had no complaints?—A. We do not usually know of the complaints, but it works very much better under that system. After all that is a patronage appointment and unless it is advertised nobody could possibly know about it. The only advertising in the Post Office Department is that they notify us and then we get in touch with our representative who in turn gets in touch with returned men in the locality; and if we have no Legion in the locality usually they don't know anything about it as the positions are not advertised.

Mr. FOURNIER: I would suggest that the chairman put his questions now. He has not said a word so far this morning.

The CHAIRMAN: I wanted to give you all the first chance. That will be my practice in future.

*By Mr. MacNeil:*

Q. Do you know whether or not there are any statistics available showing the percentage of men granted the preference in that part of the service which is under the commission as compared to that part of the service which is exempt from the operation of the Civil Service Act?—A. (Mr. Herwig) I do not think any statistics are available. We tried to get something on that some years ago but we were not very successful.

Q. What were the estimates of a few years ago in that regard?—A. I do not know. I think I have got something on record in the 1932 report.

The CHAIRMAN: Are there any other questions, gentlemen?

*By Mr. MacNeil:*

Q. Was the figure lower or higher for the exempted positions?—A. It was definitely lower. I would not like to say just what they were.

*By Mr. Tomlinson:*

Q. Are you receiving complaints?—A. The complaints which come are complaints that are sent in to us; we do not seek them, they simply come to us and we act upon them.

Q. Have you many complaints?—A. Over a period of a year we get quite a few. You see, every time we send out these notices we immediately get back the names of returned soldiers who could apply. If no one is selected immediately there is a complaint as to whether this man is qualified or not; requests to determine their qualifications are made, and so on.

Q. What action do you take then?—A. We write to the minister. We have to put the responsibility for the administering of the preference on the minister's shoulders.

*By Mr. MacNeil:*

Q. Is the complaint that the preference has not been exercised?—A. Oh, yes, the complaint where no returned soldier is appointed is that the preference has not been applied.

Q. The position not being advertised they wouldn't know of it and therefore could not apply?—A. In the Post Office Department—I must confine my remarks to the Post Office Department, because that is the only department in which appointments of that sort are made known to us.

*By Mr. Tomlinson:*

Q. On these smaller positions, even if they are not advertised, everybody knows when a vacancy occurs in a certain locality?—A. I presume they should.

*By Mr. Glen:*

Q. Most of these complaints may be from those who are disappointed through not getting an appointment?—A. Absolutely.

Mr. GLEN: If that phase of the work reverted to the Civil Service Commission you would not have to trouble yourself with it at all.

Mr. MULOCK: You would still have just exactly the same sort of complaints.

Mr. HERWIG: The trouble with that is this, that it usually boils down to a straight quarrel between the local Legion and the member; and when we have such difficulties as that it does no good either to the member or our organization.

*By Mr. Tomlinson:*

Q. But you have many complaints, whether it is under the civil service or otherwise?—A. Oh, yes.

[Major J. R. Bowler.]

*By Mr. Green:*

Q. As I understand it, the essence of your remarks is that when a job is under the Civil Service Commission the preference is granted and that procedure is followed; where it is not under the Civil Service Commission there is much less chance of a soldier getting the appointment?—A. Through the merit system you can check upon what has happened to a man's application. You cannot do that under the other system.

Mr. FOURNIER: You could through the department.

Mr. HERWIG: They won't give you any answer when you ask them why they turned down a returned soldier.

Mr. FOURNIER: Right in this committee we had a case in which all of the returned soldiers were eliminated and the position was given to a girl. You could check up on a case like that.

Mr. HERWIG: They won't give any reason to us why they turn down a returned soldier for a job.

Mr. FOURNIER: In the case I have in mind they turned down six returned soldiers to give the position to someone else. In that case there was a representative of the commission on the board and he happened to be the chief examiner; every returned soldier was eliminated and a girl was appointed.

Mr. MACNEIL: You are referring to a patronage appointment.

Mr. FOURNIER: And that was done after the report from the Post Office Department.

Mr. SPENCE: Mr. Chairman, I think you should have a chance to ask questions now, we want to get through sometime.

*By the Chairman:*

Q. Thank you very much. I will try to be as brief as possible. In the first place I find the word "disabled" is not proper; it should be "pensioner," because there are a good many disabled men who have no pension. I made a reference to that on Friday. For instance, I have the case of a soldier by name Achille Marquis, regimental No. 897; he spent four years at the front and that alone should be sufficient to establish disability for him. I do not see how any man could sleep in the mud of Flanders during the winter time without injury to his health. I have also the case of Pierre Gagnon, regimental No. 40808. He also was one of the first to enlist. Therefore I suggest that this committee should apply its own definition to the word "disabled." At the same time may I say that I am not for a moment against anything that can be done for the disabled men, because my sympathy is with them; on the other hand, the word "disabled" must mean "disabled" and not "pensioned."

Mr. GREEN: That is set out in the Act which describes the word as a pensioner.

The CHAIRMAN: It means that a disabled man is a man who has a pension.

Mr. GREEN: Absolutely.

The CHAIRMAN: But I have seen disabled men who have no pension and do not have that privilege because they did not have a pension. It is not fair to them.

Mr. GREEN: Any man entitled to a pension has only to prove that his disability was attributable to war service in order to get it.

The CHAIRMAN: It is not that at all. It was purely and simply a matter of incompetence on the part of members of the Pensions Board—these men did not get pensions, and I gave you their regimental numbers—these board members are stubborn and they won't listen to anything, and they are incompetent; whatever may be their military rank and record, they are incompetent. These



cases have been dealt with fully by the Pensions Board and I have complained bitterly about them. Therefore, each word must have its meaning; and the word "disabled" would be accepted as synonymous with "pension" in the law, if all those who are really disabled had pensions, but such is not the case; therefore, a man who is really disabled and who has no pension cannot have the same privilege as the man who at times has not been disabled and who has that preference, in spite of the fact that he was clever enough to secure a pension. That is my first point.

Mr. MACNEIL: Mr. Chairman, in connection with the cases you quoted, were they eligible for War Veteran's Allowance?

The CHAIRMAN: Yes, they were eligible for War Veteran's Allowance, and I have submitted their case, but, on the other hand, they are not disabled men who have the allowance. They are disabled if they have a pension. Therefore, the legislation was badly drafted, and there is something to remedy in that regard.

Mr. GREEN: It is not a matter of bad drafting. That is the whole principle of pension legislation; pension is granted to a man who can prove his disability.

The CHAIRMAN: Even admitting the principle, it does not deal fairly with a certain class of men.

Mr. GREEN: There are unfair instances.

The CHAIRMAN: I gave you the proof, and I say that in those cases the Pension Board has acted foolishly and unfairly and in a most incompetent way with regard to those two men.

Mr. GREEN: You mean the present Pension Board?

Mr. FOURNIER: I know the case of a returned man who drew a pension for thirteen years, then they decided his disability was incurred before he enlisted and then they cut off his pension.

Mr. GREEN: That cannot be done now under the Act as it stands.

Mr. SPENCE: There were lots of things done that never should have been done.

The CHAIRMAN: You are a wise man.

There is another thing with which you will probably agree with me. It is a common saying that clothes do not make the man. I do not consider as entitled to any privilege the men who have been in the army but who have not been at the front. I do not see why a man who enlisted and remained in Canada or in England for some time during the war, or who went abroad on the day of the armistice, should be called a returned man entitled to privileges. I do not see that. That is my opinion; you may not share it. But if we are to decide something in regard to the preference, it must be to real soldiers and not to fake soldiers. Shall I say the parade of the wooden soldiers? I do not believe in that.

Mr. MACNEIL: Mr. Chairman, in all fairness I think I should point out that a solemn contract was entered into with the men that they would be compensated for any disability incurred during service.

The CHAIRMAN: Oh, yes; I make a distinction between the man who had been here in Canada and who had been the victim of an explosion, for instance.

Mr. MACNEIL: And disease; you cannot overlook that.

The CHAIRMAN: Exactly. And all those who were at sea were considered at the front. I admit that, but a distinction should be made between the real soldier and the fake soldier.

Mr. GREEN: By and large practically all pensioners are real soldiers; there is no question about that.

[Major J. R. Bowler.]

The CHAIRMAN: I know of cases where some fellows got a pension and they had never been to the front. I do not know how it happened.

Mr. GREEN: Perhaps through disease or something of that kind.

The CHAIRMAN: There are different diseases. If a man spent four years at the front, sleeping in the mud, rain or shine and in the winter as well as in the summer, we must come to the conclusion that that man in so far as his health is concerned is not 100 per cent fit. It is impossible. A man ruins his health that way.

Therefore, the second point is that we shall consider what can be done with regard to real soldiers—real soldiers, not fake soldiers who have worn the uniform and who parade before us just the same as if they had been through the Hindenburg line. Oh, no; oh, no. That is not in my mind at all. They are the most arrogant people, and they speak of their service at the front when they have never been there. And, of course, I do not see why they should be entitled to any preference.

Mr. GREEN: Mr. Chairman, before you go on, there is one statement you made a few minutes ago which I think should be cleared up. You referred rather disparagingly to the pension board. I hope you did not mean the present pension commission.

The CHAIRMAN: Oh, yes.

Mr. GREEN: Well, I must differ very radically from your remarks, because I have followed this pension business very, very carefully ever since I have been a member of parliament; and, in my opinion, the pension commission at the present time is doing a good job and carrying out the intention of the Act just about as well as it could be carried out. There is a good deal of dissatisfaction with the appeal board, but the pension commission itself, I think, is doing a good job.

I should dislike very much to have the impression go abroad across this country that there is any merit in the remark that the pension commission is no good, and so on. It simply means that the faith of the returned soldier body of Canada in the pension commission will be shaken, and unnecessarily shaken, in my opinion.

The CHAIRMAN: Well, I thank you, Mr. Green, and I will give you those two files and I would like if you would kindly argue the case of these two returned men as successfully as you did with the others, because I was most unsuccessful.

Mr. GREEN: But you cannot base a statement like that on one or two cases. We have all known of cases which we think have been wrong; but, by and large, the administration of the Pension Act is efficient and fair, and I think it is most unfortunate that a remark should be made attacking the board.

The CHAIRMAN: I am not attacking them at all. I do not attack them, I judge them, and I judge them severely because they deserve it. You may have an entirely different view, and your view may be worthy, and I respect your view; but I have mine which is entirely different from the view you hold on that point, and I will stick to it unless they show more fairness.

Mr. MULOCK: I think it is greatly improved now.

The CHAIRMAN: We will not keep the witnesses any longer, but I think I can finish in about fifteen minutes to-morrow morning, if you do not mind coming again, gentlemen. You have been welcome to-day, and we thank you, but to-morrow morning I will have a few more questions to ask you. They will be very short, and afterwards we will hear the civil servants.

We will now adjourn until 11 o'clock to-morrow morning.

(At 1 p.m. the committee adjourned until 11 a.m. Tuesday, June 21, 1938.)

## APPENDIX No. 1

## CIVIL SERVICE COMMISSION

June 18, 1938.

*Memo to Mr. Doyle:*

Treasury Board Minute, 18th July, 1932, instituted the ban on promotions, which remained in effect until it was raised by P.C. 1/2035 of July 16th, 1935.

I have supplied the committee with the following:—

	Cases
Promotions from 18th July, 1932, to Dec. 31st, 1932...	24
Promotions for calendar year 1933.....	59
Promotions for calendar year 1934.....	94
Promotions from Jan. 1st, 1935, to July 16th, 1935....	34
Total for the 3 years less 2 days.....	211

Copies of Treasury Board Minute of 18th July, 1932, and P.C. 1/2035 of 16th July, 1935, attached.

E. V. PUTMAN.

EXTRACT from the Minutes of a Meeting of the Honourable the Treasury Board, held at Ottawa, on the EIGHTEENTH day of JULY, 1932.

*Treasury Board*

The Board had under consideration a submission reporting that Order in Council P.C. 44/1367 provides for abolition of all permanent positions which are vacant on the 30th instant, and for restrictions concerning promotions, appointments, and other increases; that the advance date for abolition was selected with the object of affording an opportunity for completion of changes which were urgently required, and not to permit permanent appointments or promotions in general.

The Board, concurring in this view and being of opinion that it is necessary to reduce the cost of personnel, directs:—

1. That permanent appointments shall be restricted to instances where it can be shown that the duties of the position can not be performed efficiently on a temporary basis, it being understood that departments will be allowed to retain necessary employees on that basis.
2. That promotions and other increases shall be restricted to instances where new and heavy responsibilities of an administrative nature have been assumed.
3. That the said Order in Council be so interpreted as to attain the greatest reduction possible in the cost of personnel and in accordance with the following:—
  - (a) Permanent positions, referred to in paragraphs 1 and 2 shall include all such positions, without distinction as to whether or not they are under the jurisdiction of the Civil Service Commission.
  - (b) Permanent positions shall not be deemed to be vacant when the occupants are on leave authorized by competent authority. Permanent seasonal positions shall not be deemed to be vacant by reason of their being unoccupied in the off season.
  - (c) Permanent positions shall be deemed to be vacant unless filled by permanent employees duly appointed thereto.



- (d) All temporary employees, including those occupying permanent positions, who have not been included in the establishment authorized by the Treasury Board, shall, if required, be reported to the Board and application made to retain their services.
  - (e) Temporary establishments, referred to in paragraph 3, include all temporary positions, other than temporary seasonal and casual positions, whether or not they are under the jurisdiction of the Civil Service Commission.
  - (f) Positions referred to in paragraph 4 are those of a temporary seasonal or casual nature. The latter shall apply to emergent appointments, such as the temporary replacement of employees on leave and temporary provision for urgent requirements of an unforeseen nature, and such employment shall not extend beyond a period of three months.
4. That statistics showing the following shall be forwarded to the Treasury Board semi-annually:—
- (a) The total number and total of rates of pay, computed on an annual basis, of all employees.
  - (b) The dates shall be the last juridical days of January and July, beginning with July, 1932.
  - (c) They shall include, under the relevant designation, all persons paid on such days.
  - (d) They shall compare the total numbers and total of rates with the same date in the previous year.
  - (e) They shall be prepared in the form of the attached and by the branches and divisions of branches adopted for the Beatty Commission, subject to such changes as may be considered advisable in the interest of clarity and economy in compilation.
  - (f) They shall be submitted within thirty days following the date reported.

(Sgd.) W. C. RONSON,  
*Acting Secretary.*

P.C. 1/2035

CERTIFIED to be a true copy of a Minute of a Meeting of the Treasury Board, approved by the Deputy of His Excellency the Governor General in Council, on the 16th July, 1935.

*Treasury Board*

The Board had under consideration the following memorandum from the Honourable the Minister of Finance:—

The undersigned has the honour to report that certain administrative directions, principally those contained in Order in Council of June 14, 1932, P.C. 44/1367, and Treasury Board Minute of July 18, 1932, T. 146585½B., were issued with the object of obtaining a reduction in cost and to improve administration of personnel.

That improved financial conditions justify certain amendments to the current restrictions in respect of permanent appointments, promotions and salary increases.

The undersigned, accordingly, recommends that the above directions be amended as follows:—

1. That the restrictions respecting permanent appointments be cancelled.
2. That the restrictions on promotions be cancelled.

3. That statutory increases for 1935-36 be authorized on the basis of the dates employees became eligible for such increases, as follows:—
- (a) To those Civil Servants eligible for increases in the fiscal year 1932-33, such increases shall become effective on and from April 1, 1935.
  - (b) To those Civil Servants eligible for increases in the fiscal year 1933-34, such increases shall become effective on and from July 1, 1935.
  - (c) To those Civil Servants eligible for increases in the fiscal year 1934-35, such increases shall become effective on and from October 1, 1935.
  - (d) To those Civil Servants eligible for increases in the fiscal year 1935-36, such increases shall become effective on and from January 1, 1936.

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

(Sgd.) H. W. LOTHROP,  
Asst. Clerk of the Privy Council.

## APPENDIX No. 2

ACTUAL PROMOTIONS EFFECTED FROM JULY 18TH TO DECEMBER 31ST, 1932.

### *Auditor General*

Knox, Roy Matheson, Clerk, Gr. 2, Ottawa—Principal Audit Clerk.

### *Finance*

Mansell, P. T., Mint craftsman, Gr. 1, Ottawa.—Mint craftsman, Gr. 2. Such promotion not to have any effect upon Mr. Mansell's permanent or temporary status.

### *Fisheries*

Fraser, E. D., Fisheries inspector, Gr. 2, Nova Scotia.—District inspector of fisheries, district No. 2.

### *Insurance*

Dargavel, William, Junior examiner of companies, Ottawa.—Assistant examiner of companies.

### *Justice*

Robinson, William Charles, Prison guard, Kingston Penitentiary.—Prison keeper.

### *National Defence*

Mattice, J. C., Office appliance operator, Gr. 2, Department of Pensions and National Health, Ottawa.—Office appliance operator, Gr. 3, Department of National Defence.

### *National Revenue*

Becker, H. H., Customs excise examiner, Kitchener, Ont.—Sub-collector of customs and excise, Gr. 2 Outport, Waterloo, Ont.

Beetlestone, H. E., Senior customs excise examiner, Huntingdon, B.C.—Sub-collector of customs and excise, Gr. 2 outport.

Berton, John F., Head clerk, Ottawa.—Chief customs excise checking clerk.

Blandford, S. R., Customs excise examiner, Gr. 1 outport, Noyan Junction, P.Q.—Sub-collector of customs and excise, Gr. 1 outport.

Birmingham, H. B., Chief customs appraiser, Vancouver, B.C.—Surveyor of customs and excise, Gr. 7 port.

Boulais, Pierre E., Assistant customs appraiser, Montreal.—Inspector of customs and excise, District 4B.

Devlin, Harry F., Senior computing clerk, Vancouver, B.C.—Chief customs excise clerk, Gr. 7 port.

Fortin, Joseph A. A., Customs excise examiner, Chambord Junction, P.Q.—Sub-collector of customs and excise, Gr. 1 outport.

Laing, Arthur, Surveyor of customs and excise, Gr. 8 port, Montreal.—Collector of customs and excise, Gr. 8 port.

Sebben, John, Customs excise examiner, Gr. 1 outport, Dunnville, Ont.—Sub-collector of customs and excise, Gr. 1 outport.

Walkett, Edgar, Computing clerk, Kitchener, Ont.—Assistant inspector of customs and excise, Toronto, Ont.

Yardley, Gerald A., Assistant inspector of customs and excise, Victoria, B.C.—Inspector of customs and excise, District 9B.

#### *Post Office*

Martineau, Jean Charles, Postal clerk, Levis, P.Q.—Postmaster, Gr. 4, office.

Mitchell, Ernest H., Senior postal clerk, Edmonton, Alta.—Principal postal clerk.

Warner, A. R., Senior postal clerk, Lindsay, Ont.—Postmaster, Gr. 4 office.

#### *Secretary of State*

McCaffrey, James P., Clerk, Gr. 4, Ottawa.—Head clerk.

#### *Trade and Commerce*

Ludlam, F. S., Grain inspector, Gr. 1, Winnipeg, Man.—Assistant chief grain inspector.

Palmer, Max Bayard, Assistant trade commissioner, Hamburg, Germany.—Trade commissioner, Gr. 1, Mexico City.

### APPENDIX No. 3

#### ACTUAL PROMOTIONS EFFECTED DURING THE YEAR 1933

##### *Agriculture*

Butland, William Ray, Senior fruit and vegetable inspector, Saint John, N.B.—District fruit inspector, Provinces of New Brunswick and Prince Edward Island.

Davis, Malcolm Bancroft, Chief Assistant Division of Horticulture, Ottawa.—Dominion horticulturist.

Muir, George William, Chief assistant Division of Animal Husbandry, Ottawa.—Dominion animal Husbandman.

Steele, Ernest Franklin, Principal clerk, Ottawa.—Chief Clerk.

##### *Auditor-General*

Glass, Robert Secord, Audit accountant, Gr. 4, Ottawa.—Chief supervisor of audit.

##### *Civil Service Commission*

Jackson, George Thompson, Investigator, Organization Branch, Gr. 1, Ottawa.—Investigator, Organization Branch, Gr. 2, Ottawa.



*House of Commons*

Dun, John Tod, Assistant chief of Committees and Private Bills Branch, Ottawa.—Chief of Committees and Private Bills Branch.

Fraser, Arthur Angus, Senior committee clerk, Ottawa.—Assistant chief of Committees and Private Bills Branch.

Morris, Edward Lamont, Committee clerk, Ottawa.—Senior committee clerk.

Rutherford, Mrs. Mary Margaret, Clerk, Gr. 3, Ottawa.—Committee clerk.

*Indians Affairs*

Head, Dr. Philip William C., Physician (part time), Birtle, Man.—Medical superintendent, Indian Reserve, The Pas, Man.

Tennant, Percival S. Stuart, Physician (part time), Okanagan Indian Agency, B.C.—Medical superintendent, Indian Reserve, Kamloops, B.C.

*Insurance*

Brereton, Cloudesley Ross, Actuarial assistant, Ottawa.—Junior examiner of companies.

Dargavel, William, Assistant examiner of companies, Ottawa.—Examiner of companies.

McGregor, Kenneth Robert, Senior actuarial assistant, Ottawa.—Chief actuarial assistant.

*Justice*

Atkins, James Edward Owen, Prison keeper, Kingston, Ont.—Chief prison keeper.

MacNeill, John Forbes, Advisory counsel, Ottawa.—Senior advisory counsel.

Millard, Leonard Henry, Clerk, Gr. 3, Kingston, Ont.—Clerk, Gr. 4.

Pearson, Sydney John, Principal clerk, Ottawa.—Head clerk.

Robinson, William Charles, Prison guard, Kingston, Ont.—Prison keeper.

Sullivan, George, Trade instructor (canvas working), Kingston, Ont.—

Deputy warden.

Walsh, Thomas John, Prison guard, Kingston, Ont.—Prison keeper.

Wells, Alfred Armitage, Assistant prison steward, New Westminster, B.C.—Prison steward.

*Marine*

Johnston, Andrew Abraham, Lightkeeper, Gr. 3, Cl. 9, Addenbrooke Island, B.C.—Lightkeeper, Gr. 2, Cl. 4, Cape St. James, B.C.

*Pensions and National Health*

Curry, Wilfred Alan, Medical officer, Department of Pensions and National Health, Gr. 2 (part time), orthopaedic surgeon, Halifax, N.S.—Medical officer, Department of Pensions and National Health, Gr. 2 (part time), chief surgeon.

*National Revenue*

Abrams, Benjamin Seymour, Sub-collector of customs and excise, Gr. 1 outport, Union Bay, B.C.—Collector of customs and excise, Gr. 2, port, Nanaimo, B.C.

Aucoin, Amedee, Special exciseman, Gr. 3, Montreal, P.Q.—Surveyor of customs and excise, Gr. 8 port.

Becker, Herbert Henry, Customs excise examiner, Kitchener, Ont.—Sub-collector of customs and excise, Gr. 2 outport, Waterloo, Ont.

Burton, Thomas Francis, Computing clerk, Niagara Falls, Ont.—Chief customs excise clerk, Gr. 4 port.

Cyr, James Edward, Customs excise examiner, Gr. 1 outport, St. Leonards, N.B.—Sub-collector of customs and excise, Gr. 1 outport.

DeGraves, Norman Joseph, Assistant inspector of customs and excise, Vancouver, B.C.—Collector of customs and excise, Gr. 7 port.

Durrant, Harry, Senior customs excise clerk, West Toronto, Ont.—Sub-collector of customs and excise, Gr. 3 outport.

Duval, Josaphat Rodolphe, Customs excise cashier, Three Rivers, P.Q.—Senior customs excise clerk.

Elliot, William ames, Special exciseman, Gr. 2, Hamilton, Ont.—Special exciseman, Gr. 3.

Guernon, M. Joseph Romeo, Special exciseman, Gr. 2, Montreal, P.Q.—Special exciseman, Gr. 3.

Lyons, Thomas Bernard, Excise tax auditor, Montreal, P.Q.—Chief customs excise, clerk, Gr. 8 port.

McFadden, John, Principal customs excise checking clerk, Ottawa.—Head clerk.

McFee, Allen Cameron, Special inspector of customs and excise, Toronto, Ont.—Dominion inspector of excise, Ottawa.

Mignault, Louis, Assistant customs appraiser, Montreal, P.Q.—Chief customs excise clerk, Gr. 8 port.

Parker, John, Customs excise examiner, Whitby, Ont.—Collector of customs and excise, Gr. 1 port.

Renwick, Cyril Percival, Customs excise examiner, Gr. 1 outport, Union Bay, B.C.—Sub-collector of customs and excise, Gr. 1 outport.

Sebben, John, Customs excise examiner, Gr. 1 outport, Dunnville, Ont.—Sub-collector of customs and excise, Gr. 1 outport.

Stuart, William Booth, Special excise tax auditor, Ottawa.—Superintendent, excise tax collections.

Young, William Murray, Customs excise examiner, Coutts, Alta.—Sub-collector of customs and excise, Gr. 2 outport.

### *Post Office*

Davey, Frederick, Charles P., Assistant postmaster, Gr. 6 office, Kitchener, Ont.—Postmaster, Gr. 6 office.

Frechette, Arthur, Assistant postmaster, Gr. 4 office, Hull, P.Q.—Postmaster, Gr. 4 office.

Long, Russell Henry, Principal postal clerk, Moose Jaw, Sask.—Inspector of Postal Service.

Morin, Jean-Baptiste L., Assistant postmaster, Gr. 8A office, Quebec, P.Q.—Postmaster, Gr. 8A office.

Richter, John Charles Godfrey, Assistant postmaster, Gr. 8A office, Hamilton, Ont.—Postmaster, Gr. 8A office.

Slimming, David Henderson, Postal clerk, Victoria Post Office, B.C.—Railway mail clerk, Vancouver Postal District, B.C.

### *Public Printing and Stationery*

Gay, Paul Augustin, Departmental purchasing agent, Gr. 3, Ottawa.—Controller of purchases, Department of Public Printing and Stationery.

Shipman, John Carthy, Production supervisor, Ottawa.—Director and superintendent of printing.

### *Trade and Commerce*

Allen, Stanley Vincent, Junior trade commissioner, Ottawa.—Assistant trade commissioner, Hamburg, Germany.

Birkett, Charles Blair, Junior trade commissioner, Ottawa.—Assistant trade commissioner, Liverpool, England.

Britton, James Cleland, Junior trade commissioner, Ottawa.—Assistant trade commissioner, Port of Spain, Trinidad, B.W.I.

Gornall, William Bramwell, Chief, Extension and Markets Division, Agriculture, Ottawa.—Trade commissioner, Gr. 2, Trade and Commerce, London, England.

MacDonald, John Alexander, Junior trade commissioner, Ottawa.—Assistant trade commissioner, Bristol, England.

Noble, Kenneth Frederick, Junior trade commissioner, Ottawa.—Assistant trade commissioner, Hong Kong, China.

Stark, William Garthorne, Junior trade commissioner, Ottawa.—Assistant trade commissioner, Brussels, Belgium.

## APPENDIX No 4

### ACTUAL PROMOTIONS EFFECTED DURING THE YEAR 1934

#### *Agriculture*

Boily, Stephane, Senior live stock promoter, Province of Quebec.—District live stock fieldman.

Hamer, Roy Stokes, Chief, Cattle Division, Ottawa.—Chief, Live Stock Field Service and Assistant Commissioner.

McCallum, John Menzies, Chief, Stockyards Service, Ottawa.—Chief, Live Stock Market Service.

Pearsall, Luke Windham, District swine grader, Toronto, Ont.—Assistant chief, Live Stock Market Service, Ottawa.

Peterson, Archibald William, Supervising district inspector of pure bred swine, Ottawa.—Assistant chief, Live Stock Field Services.

Swaine, Dr. James Malcolm, Associate Dominion Entomologist, Ottawa.—Director of research, Department of Agriculture.

#### *External Affairs*

Robertson, Norman Alexander, Third Secretary, Ottawa.—Second secretary.

#### *Fisheries*

Buchanan, James Percy, Fisheries inspector, Grade 1, District No. 3, Queen's County, N.S.—Fisheries inspector, Grade 2.

#### *Governor General's Secretary*

Johnson, George, Confidential messenger, Ottawa.—Doorkeeper.

Pereira, Frederick Linwood Clinton, Deputy assistant secretary to the Governor General, Ottawa.—Assistant secretary to the Governor General.

#### *Immigration and Colonization*

Beatty, Walter Murray, Clerk, Grade 4, Winnipeg, Man.—Assistant division commissioner of Immigration, Grade 2.

Crump, Harold, Immigration inspector, Vancouver, B.C.—Principal clerk.

#### *Indian Affairs*

Head, Philip William Conrad, Medical superintendent, Indian Reserve, The Pas, Man.—Medical superintendent, Indian Reserve, and Indian agent, Grade 3 (part time), Fort Good Hope, N.W.T.

Lewis, Dr. Henry William, Medical superintendent, Indian Reserve, and Indian agent, Grade 4 (part time), Athabasca Indian Agency, Alta.—Medical superintendent, Indian Reserve, and Indian agent, Grade 4.



*Insurance*

MacIlraith, Kenneth McLeod, Actuarial Clerk, Ottawa.—Actuarial assistant.  
 McKinney, Gordon David, Actuarial clerk, Ottawa.—Actuarial assistant.  
 Robertson, Arthur George, Actuarial clerk, Ottawa.—Actuarial assistant.  
 Stinson, Harold Walter, Clerk, Grade 3, Ottawa.—Actuarial assistant.

*Interior*

Turner, William Joseph Lorne, Chief clerk, Ottawa.—Director, Lands, Northwest Territories and Yukon Branch.

*Justice*

Hardy, Gladys Lucy, Stenographer, Grade 2, law, Ottawa.—Clerk, Grade 4.  
 McGregor, James Gilbert, Office boy, Ottawa.—Clerk, Grade 1.

*Marine*

Cumbers, Mary Louise, Stenographer, Grade 1, Ottawa.—Stenographer, Grade 2.  
 Mitchell, Walter Frederick, Supervising examiner of masters and mates, Halifax, N.S.—Superintendent of pilots.  
 Webster, John William, Lightkeeper, Grade 3, Class 7, Boat Bluff, B.C.—Lightkeeper, Grade 2, class 3, Egg Island, B.C.

*National Defence*

McKee, Dr. James Lyttle, Associate professor of physics and chemistry, Royal Military College, Kingston, Ont.—Professor of physics and chemistry.

*National Revenue*

Allen, Leonard Edgar, Principal customs excise checking clerk, Ottawa.—Chief customs excise checking clerk.  
 Ballentine, Adam, Special exciseman, Grade 2, Hamilton, Ont.—Inspector of customs and excise, Ottawa.  
 Bannerman, William Robert, Customs excise examiner, Brockville, Ont.—Collector of customs and excise, Grade 2 port, and registrar of shipping.  
 Beaulieu, Henri Homere Alfred, Collector of customs and excise, Grade 1 port, Rimouski, P.Q.—Inspector of customs and excise, district No. 4, division "A", headquarters Quebec, P.Q.  
 Caron, Wilfrid Leopold Joseph, Customs excise clerk, Hull, P.Q.—Collector of customs and excise, Grade 2 port.  
 Champion, Thornton Clifford V., Excise tax auditor, Montreal, P.Q.—Special excise tax auditor.  
 Collop, Clifford, Customs excise cashier, Chatham, Ont.—Assistant inspector of customs and excise, London, Ont.  
 Coombes, Clarence Edmund, Chief customs excise clerk, Grade 4 port, Fort William, Ont.—Collector of customs and excise, Grade 4 port.  
 deBilly, Joseph Solomon, Special excise tax auditor, Quebec, P.Q.—Collector of customs and excise, Grade 5 port.  
 Duval, Josaphat Rodolphe, Senior customs excise clerk, Three Rivers, P.Q.—Collector of customs and excise, Grade 3 port.  
 East, Joseph Hector, Excise tax auditor, Montreal, P.Q.—Special excise tax auditor.  
 Fisher, Richard, Assistant inspector of customs and excise, Sault Ste. Marie, Ont.—Collector of customs and excise, Grade 4 port.  
 Graham, Alfred Lewis, Head clerk, Toronto, Ont.—Inspector of customs and excise.

Harris, Charles Hibbert, Customs excise examiner, Otterville, Ont.—Assistant inspector of customs and excise, Toronto, Ont.

Holtby, Edgar Grey, Excise tax auditor, Calgary, Alta.—Special excise tax auditor, Ottawa.

Jackson, Leon Frederic, Assistant Dominion customs appraiser, Ottawa.—Dominion customs appraiser, Tariff Branch.

McNally, Edward, Special exciseman, Grade 3, Montreal, P.Q.—Chief customs excise clerk, Grade 8 port.

McPherson, Edward, Senior customs excise clerk, Sydney, N.S.—Collector of customs and excise, Grade 3 port.

Nauman, Vernon Clifford, Controller of excise taxes, Ottawa.—Assistant commissioner of excise.

Phillipson, Charles Edward, Assistant special excise tax auditor, Toronto, Ont.—Special excise tax auditor.

Pickering, George William, Cashier and computing clerk, Prince Albert, Sask.—Collector of customs and excise, Grade 2 port.

Pope, Robert Hockin, Assistant inspector of customs and excise, Truro, N.S.—Collector of customs and excise, Grade 5 port, Halifax, N.S.

Richards, Edward, Assistant Dominion customs appraiser, Ottawa.—Dominion customs appraiser, Values Branch.

Thornton, Robert William, Assistant inspector of customs and excise, Saint John, N.B.—Inspector of customs and excise, district No. 3, division "B," headquarters, Saint John, N.B.

Wackett, Edgar, Computing clerk, Kitchener, Ont., Assistant inspector of customs and excise, Toronto, Ont.

Young, Ernest H., Cashier and computing clerk, North Bay, Ont.—Collector of customs and excise, Gr. 2 port.

Young, William Romaine, Customs excise clerk, Truro, N.S.—Collector of customs and excise, Gr. 2 port.

### *Pensions and National Health.*

Nichol, David Harry, Medical officer, Department of Pensions and National Health, Gr. 2, London, Ont.—Medical officer, Department of Pensions and National Health, Gr. 3.

Parkinson, Tom, Clerk, Gr. 4, Ottawa.—Principal clerk.

### *Post Office*

Carroll, Thomas Herbert, Assistant postmaster, Gr. 5 office, Fort William, Ont.—Postmaster, Gr. 5 office.

Corley, James Britton, District superintendent of Postal Service, Calgary, Alta.—District director of Postal Services, Gr. 3.

Daglish, Hamilton, Postal clerk (Dawson), Dawson, Y.T.—Postmaster, White Horse, Y.T.

Devitt, T. C., Railway mail clerk, Toronto District, Ont.—Postmaster, Gr. 4 office, Orillia, Ont.

Farrell, Joseph, Postal clerk, Toronto, Ont.—Railway mail clerk, Toronto District, Ont.

Fultz, William Silver, District superintendent of Postal Service, Halifax, N.S., District director of Postal Services, Gr. 2.

Gaudet, Charles Louis Victor, Postmaster, Gr. 12 office, Montreal, P.Q.—District director of Postal Services, Gr. 5.

Gibson, Alexander M., District superintendent of Postal Service, Toronto, Ont.—District director of Postal Services, Gr. 5.

Hartley, Herbert James, Assistant postmaster, Gr. 6 office, Brantford, Ont.—Postmaster, Gr. 6 office.

Ingraham, Elmer Raymond, Principal postal clerk, Saint John, N.B.—District Superintendent of Postal Service, Gr. 2.

Ingraham, Elmer Raymond, District superintendent of Postal Service, Saint John, N.B.—District director of Postal Services, Gr. 2.

Labelle, Leo Joseph G., Assistant postmaster, Gr. 8A office, Regina, Sask.—Postmaster, Gr. 8A office.

Lough, William Frederick, District superintendent of Postal Service, Winnipeg, Man.—District director of Postal Services, Gr. 4.

May, William John, District superintendent of Postal Service, London, Ont.—District director of Postal Services, Gr. 2.

Mix, Hugh Wesley, Postmaster, Gr. 9 office, Ottawa.—District director of Postal Services, Gr. 3.

Motherwell, William James, Inspector of Postal Service, Moose Jaw, Sask.—District superintendent of Postal Service.

Motherwell, William James, District superintendent of Postal Service, Moose Jaw, Sask.—District director of Postal Services, Gr. 2.

Orchard, Edwin Matthias, Senior postal clerk, St. Thomas, Ont.—Postmaster, Gr. 5 office.

Samuel, William Henry, Postal clerk, Toronto, Ont.—Railway mail clerk, Toronto District.

Toupin, Joseph Dominique E., Assistant postmaster, Gr. 5 office, Trois Rivieres, P.Q.—Postmaster, Gr. 5 office.

Trudeau, Marcel, Postal clerk, Montreal, P.Q.—Railway mail clerk, Montreal District.

Vermander, Joseph, Postmaster, St. Boniface, Man.—Inspector of Postal Service, Winnipeg, Man.

### *Privy Council*

Lothrop, Henry Webster, Head clerk, Ottawa.—Assistant clerk of the Privy Council.

### *Public Printing and Stationery*

Foran, John J., Departmental purchasing agent, Gr. 2, Ottawa, Ont.—Supervisor of lithographic and outside printing.

### *Railways and Canals*

Clark, Charles, Bridgeman (seasonal), Bridge No. 13, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 4 and 5.

Cory, Robert, Bridgeman (seasonal), Bridge No. 11, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.

Douglas, Herbert, Bridgeman (seasonal), Bridge No. 19, Welland Ship Canal, Ont.—Linesman (seasonal), Lock No. 8.

Kirby, Joseph Henry, Bridgeman (seasonal), Bridge No. 13, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 4 and 5.

Meunier, Auguste E., Bridgeman (seasonal), Bridge No. 14, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.

Morrison, William, Bridgeman (seasonal), Bridge No. 16, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.

Page, Calvin Wray, Bridgeman (seasonal), Bridge No. 16, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.

Rickard, Henry Thomas, Bridgeman (seasonal), Bridge No. 18, Welland Ship Canal, Ont.—Linesman (seasonal), Lock No. 7.

Rumsby, George Arthur, Bridgeman (seasonal), Bridge No. 14, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.

Scholes, John, Bridgeman (seasonal), Bridge No. 13, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.



Turner, Charles Alfred, Bridgeman (seasonal), Bridge No. 12, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 5 and 6.

Walter, William, Bridgeman (seasonal), Bridge No. 12, Welland Ship Canal, Ont.—Linesman (seasonal), Locks Nos. 4 and 5.

### *Secretary of State*

Robichaud, Domitien Thomas, Head translator, Public Works, Ottawa, Ont.—Superintendent of the Bureau for Translations, Secretary of State.

### *Trade and Commerce*

Fortington, Archibald Edgar, Head clerk, Ottawa, Ont.—Chief, Commodity Division, Gr. 2.

Hudd, Frederick, Trade commissioner, Gr. 2, New York City, U.S.A.—Trade commissioner, Gr. 3, London, England.

Mutter, James Lindsay, Assistant trade commissioner, Cape Town, South Africa.—Trade commissioner, Gr. 1, Johannesburg, South Africa.

## APPENDIX No. 5

### ACTUAL PROMOTIONS EFFECTED FROM JANUARY 1 TO JULY 16, 1935

#### *Agriculture*

Ponton, Henry Hutton, Junior fruit and vegetable inspector, Western Ontario.—Inspector to district fruit inspector.

Wheeler, R. L., Chief, Markets and Transportation Division, Ottawa.—Fruit commissioner.

#### *Auditor-General*

MacLean, W. A., Clerk, Gr. 4, Department of Railways and Canals, Ottawa.—Audit accountant, Gr. 2, Auditor-General's Office.

#### *Civil Service Commission*

Cliche, Louis P., Assistant to chief, Markets and Transportation Division, Department of Agriculture, Ottawa.—Civil Service Examiner, Gr. 2, Bilingual, Civil Service Commission.

#### *Finance*

Fitzsimons, James, Mint foreman, Gr. 1, Ottawa.—Mint foreman, Gr. 2.

#### *Insurance*

MacGregor, Kenneth Robert, Chief actuarial assistant, Ottawa.—Assistant actuary.

Walker, Robert William, Actuarial clerk, Ottawa.—Actuarial assistant.

Wilson, Francis, Office boy, Ottawa.—Clerk, Gr. 1.

#### *Interior*

Wright, A. C., Assistant engineer, Ottawa.—Park Superintendent, Gr. 3, Jasper National Park, Alta.

#### *Justice*

Cobb, T. A., Clerk, Gr. 3, Ottawa.—Clerk, Gr. 4.

Fontaine, J. L. P., Civil law assistant, Ottawa.—Senior advisory counsel.

Gibeault, R., Junior civil law assistant, Ottawa.—Advisory counsel.

*National Revenue*

MacMillan, Alexander F., Head clerk, Ottawa.—Chief clerk, Excise Tax Branch.

Santerre, J. A. A., Computing clerk, Quebec.—Customs excise account clerk, Gr. 5 port, Bilingual.

Saunders, Arthur McM., Chief customs excise clerk, Gr. 5 port, Ottawa.—Collector of customs and excise, Gr. 5 port.

Van Wagoner, K. G., Senior customs excise clerk, Walkerville, Ont.—Chief customs excise clerk, Gr. 4 outport.

*Post Office*

Aubry, J. O., Clerk, Gr. 4, Ottawa.—Departmental accountant, Gr. 1.

Christie, Albert Weatherall, Supervisor of mails, Gr. 8A office, Regina, Sask.—Assistant postmaster, Gr. 8A office.

Green, S. Tanner, District superintendent of postal service, Quebec.—District director of postal service.

May, Thomas Joseph, Postal clerk, Toronto, Ont.—Railway mail clerk.

*Public Works—*

Wylie, W. W., Assistant superintendent of government buildings, Ottawa.—Superintendent of government buildings.

*Secretary of State*

O'Meara, W. P. J., Departmental solicitor, Ottawa.—Assistant under-secretary of state.

*Senate*

Larose, Rodolphe, Secretary, law clerk's branch, Senate, Ottawa.—Senior committee clerk.

*Trade and Commerce*

Ausman, L. H., Junior trade commissioner, Ottawa.—Assistant trade commissioner, Bristol, England.

Boyer, J. M., Junior trade commissioner, Ottawa.—Assistant trade commissioner, Glasgow, Scotland.

Bull, W. F., Assistant trade commissioner.—Trade commissioner, Gr. 1, Port of Spain.

Cameron, R. A., Junior trade commissioner, Ottawa.—Assistant trade commissioner, Panama.

Depocas, J. C., Junior trade commissioner, Ottawa.—Assistant trade commissioner, Milan, Italy.

Pelletier, A. J., Assistant chief, Division of Demography, Ottawa.—Chief, Division of Demography, Dominion Bureau of Statistics.

Riddiford, W. J., Assistant trade commissioner, New York City.—Trade Commissioner, Gr. 1, Panama.

Smith, G. B., Junior trade commissioner, Ottawa.—Assistant trade commissioner, Johannesburg, Union of South Africa.

Vechsler, J., Assistant trade commissioner.—Trade commissioner, Gr. 1, Lima, Peru.

West, C. H., Junior trade commissioner, Ottawa.—Assistant trade commissioner, London, England.

Vergette, Mrs. Vera Agnes, Clerk, Gr. 4, Ottawa.—Principal clerk, Administration Branch.















Gov. Doc  
Can  
Com  
e

SESSION 1938  
HOUSE OF COMMONS

CAI XC 2

- 38C58

SPECIAL COMMITTEE

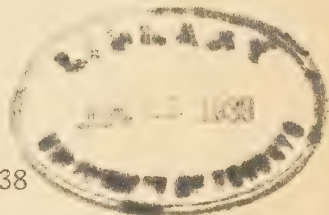
ON THE OPERATION OF THE

*Canada*  
**CIVIL SERVICE ACT**

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 35

TUESDAY, JUNE 21, 1938



WITNESSES:

Major J. R. Bowler, Secretary, Canadian Legion, British Empire Service League.

Mr. John C. Herwig, Canadian Legion, British Empire Service League.

Mr. J. C. Beauchamp, President, Professional Institute of the Civil Service of Canada.





## MINUTES OF PROCEEDINGS

June 21, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock a.m. Mr. Pouliot, the Chairman, presided.

*Members present were:* Messrs. Boulanger, Brooks, Cleaver, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, Pouliot, Spence, Tomlinson—17.

### *In attendance:*

Major J. R. Bowler, Secretary, Canadian Legion, British Empire Service League;

Mr. John C. Herwig, Canadian Legion, British Empire Service League;

Mr. J. C. Beauchamp, President, Professional Institute of the Civil Service of Canada;

Mr. V. C. Phelan, President, Federation of Civil Servants of Canada;

Mr. Fred Knowles, National Secretary, Amalgamated Civil Servants of Canada.

The Chairman read a letter from Mrs. Edgar D. Hardy, Corresponding Secretary, National Council of Women, enclosing Resolutions passed by this society and by the National Federation of Liberal Women of Canada.

The Clerk was instructed to write to the Treasury Board requesting information re ex-service men.

The Committee discussed agenda.

Major Bowler and Mr. Herwig were recalled and further examined. Major Bowler submitted a disability pension table which was ordered printed as Appendix No. 1 to this day's evidence.

The witnesses retired.

Mr. J. C. Beauchamp was called, sworn, examined and retired.

Summaries of re-classifications requested for the years 1936, 1937 and 1938 to June 1st, from the Civil Service Commission, were ordered printed as Appendix No. 2 to this day's evidence.

The Committee adjourned to meet Wednesday, June 22nd at 11.00 o'clock a.m.

J. P. DOYLE,

*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 21, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Order, gentlemen. We have a quorum now. Before we go further, I will ask you gentlemen if you would be kind enough to tell me when we are going to sit. If we sit this afternoon and if we have two sittings tomorrow, we could conclude.

Mr. MULOCK: We cannot sit this afternoon, Mr. Chairman.

The CHAIRMAN: Can we have two sittings tomorrow, Wednesday?

Some Hon. MEMBERS: All right.

The CHAIRMAN: We want to get that understood. I do not know if we will be able to conclude tomorrow. I have just a few questions to ask before we are through with Major Bowler, which will not take very long, probably. Then we will have the Civil Service Association, and it will be impossible to complete them today. You have here the material that is to be presented by Mr. Beauchamp of the Professional Institute. It is a very lengthy memorandum. Of course we gave a chance to the returned men to read their memorandum, which we had already read; but I do not expect Mr. Beauchamp to read all this memorandum. It would take hours to read it. I will ask him to stress the main points, and you will have the memorandum which you may read whenever you wish. It would be absurd to have it read again. Every one will have an opportunity to read it. Mr. Beauchamp desires to have it handed to the members right here in the committee when he starts. Therefore you will see the headlines, and you will have an opportunity to ask questions. You might do so also with the other associations. I have here clippings from the press, including reports of the last meeting of the association of which Mr. Phelan is president.

Now, gentlemen, I shall summarize the informal conversation that I had with Mr. Beauchamp and Mr. Phelan. There are three associations which are to appear before us, whose evidence will start this morning. In the first place we will hear the Professional Institute, which comprises about thirteen hundred members, both in the inside and outside service—they are men of scientific training, like all professional men; and it includes also certain classes of chartered accountants in high places, and also trade commissioners. Mr. Phelan is the president of an organization which includes about sixty units, with thirteen thousand members, both in the inside and outside service. I am also told that Mr. Knowles, who is a secretary of the Almalgamated Civil Servants, represents about three thousand people in the outside service. Now you have the general picture.

Mr. GLEN: Mr. Chairman, we had a submission, I think, from the Postmasters Association.

The CHAIRMAN: Yes.

Mr. GLEN: Will that be on file?

The CHAIRMAN: It is on file with the clerk; and if we have a permanent committee, it might be taken up next year, for any member to make suggestions along those lines.

Mr. GLEN: Would it be in order to make it part of the record?



The CHAIRMAN: When I spoke about the form in which the reports were to be made, the Minister of Finance objected to all the lengthy memoranda—and I have quite a large quantity of them—going in. I have filed them with the clerk, and I have some others that I will leave with him after we are through. It would take pages and pages to publish them.

Mr. GLEN: I realize that, Mr. Chairman; only I would submit that, the submission that is being made by the Postmasters Association being presently in the hands of the members of the committee, when we make our report we could take that into consideration, and have some reference to it.

The CHAIRMAN: Oh, surely.

I have received this letter from one of the commissioners, Mr. Stitt, in regard to favouritism:—

OTTAWA, June 20, 1938.

Dear Mr. POULIOT,—In connection with my evidence recorded in Minutes of Proceedings and Evidence No. 32, on Thursday, June 16th, 1938, at the bottom of page No. 1172 I stated: "I know one case in promotion which was referred to by Mr. Potvin," and then I further stated: "We forced the department to hold a written examination and I believe a man other than the one who was rated highest was given the position."

I was apparently in error in thinking that Mr. Potvin and I were referring to the same case. The case I referred to was Promotional Competition No. 24682, Customs Appraiser (Divisional), salary \$2,340-\$3,000. I was also mistaken when I said that we forced the department to hold a written examination. In looking over the file it appears that on June 16th, 1936, the commission had a letter from Mr. Chas. P. Blair, Assistant Commissioner of Customs, who stated therein that it was deemed desirable that a written examination be held. This was concurred in by the commission and entered in the minutes on June 24th, 1936. As a result of the written examination the competitor who obtained the highest marks thereon was promoted. I therefore desire to make it abundantly clear that the suggestion for the written examination originated with the Department of National Revenue.

In regard to the case involving Mr. McNabb in the Post Office Department, I have not examined the file in detail, and am not therefore in a position to state definitely whether or not there was any favouritism shown in the ratings. The file was forwarded to your committee upon request last week, and you now have all the facts before you. Upon complete investigation the case might conceivably show that no favouritism was involved.

I have examined a number of files since giving my evidence last Thursday, and I cannot definitely state that there are any other cases of an outstanding nature involving favouritism which have been brought to my attention.

Yours sincerely,

JAMES H. STITT.

I should also like to direct the clerk to write to the Treasury Board to get some information about the total number of returned soldiers (a) in departments under the Civil Service Commission; (b) in departments not under the Civil Service Commission; (c) inside service; (d) outside service, and the total number, (1) of permanent, and (2) of temporary employees in (a), (b), (c) and (d). I would also like to have the total number of Canadian born and of others in each department, the number of temporaries and permanents in each depart-

ment; and also the number of men and women in each department who receive less than \$1,000, less than \$2,000, less than \$3,000 and so on up to \$10,000 and more—the number in each department. Then we could make comparisons.

Some time ago I received a letter dated March 26, 1938, from Mrs. Edgar D. Hardy, honorary corresponding secretary of The National Council of Women of Canada, enclosing the following resolution:—

*Resolved:* That the Ottawa Local Council of Women ask the National Council of Women by way of an emergency resolution, to make representations to the House of Commons Committee presently investigating the Civil Service Act, to include women on the personnel of the Civil Service Commission.

I have also received a letter along the same line from Miss Helen Doherty on behalf of the National Federation of Liberal Women of Canada, enclosing a resolution which is as follows:—

This meeting of the National Federation of Liberal Women of Canada urges that all discriminations against women, both in the matter of examinations and the occupying of positions in the Civil Service of Canada, be removed.

*Moved by:* The Administrative Committee of the National Federation of Liberal Women of Canada.

*Seconded by:* Mrs. Arthur Anglin, Rothesay, N.B.

Carried.

I received another one from the same source which is as follows:—

WHEREAS there are many instances where the laws of governments result in discrimination against women,

This meeting of the National Federation of Liberal Women of Canada strongly urges that the principle of equal pay for equal work be adopted by the Federal Government.

*Moved by:* The Ottawa Business Women's Liberal Club.

*Seconded by:* Miss Helen Kinnear, K.C., Port Colborne, Ontario.

—Carried.

Mr. BOULANGER: In this connection, Mr. Chairman, might I ask if you have received any communications from any young people's organizations?

The CHAIRMAN: I have received several letters—in fact, hundreds of them—from particular young men.

Mr. BOULANGER: From individuals?

The CHAIRMAN: From individuals.

Mr. BOULANGER: But nothing from young people's organizations.

The CHAIRMAN: I have received a letter from the A.C.J.C.

Mr. BOULANGER: What is that?

The CHAIRMAN: A youth organization of Montreal. Yesterday I sent them thirty-three available copies of the reports of our committee, and also the text of the Civil Service Act.

Mr. BOULANGER: Did they suggest any improvements or reforms with regard to the Civil Service?

The CHAIRMAN: No. They told me that the press had not given enough publicity to the work we are carrying on now, and that they ignored the importance of it.

Mr. GLEN: Is that true?

The CHAIRMAN: Of course, they were not reading the Ottawa papers. An exception should be made of the Ottawa papers. That is what they said. I informed those gentlemen by letter that if they forwarded a memorandum within two or three days in English—because I would not have time to translate it—I would have it made in stencil and distributed to all the members.

Mr. BOULANGER: Have they made any suggestions yet?

The CHAIRMAN: No. But I have received some most interesting letters from young men, some of them in English and some of them in French, from all parts of Canada—Vancouver, Calgary, Toronto. A gentleman from Toronto wrote me a very delightful letter in French. I received some from Montreal, some from Quebec, and some even from the rural districts—hundreds of them. If I have time enough, my intention is to translate the French ones and send you some extracts of those letters.

Mr. BOULANGER: If there are any valuable suggestions in those letters, perhaps they might be extracted or tabulated in order that they may be placed before the committee.

The CHAIRMAN: There are suggestions, and some complaints also.

Mr. BOULANGER: More complaints than suggestions, I am sure.

The CHAIRMAN: Well, I will not say that. But in some cases the boys say that their problem is serious, which is true; and they write very fine letters. The other day I had included in the report very same advertisement that appeared in the *Montreal Star*, in the form in which it was published. We will do the best we can for these young gentlemen. Before we hear Major Bowler, of whom I wish to ask three questions—

Mr. BOULANGER: Might I ask another question, Mr. Chairman?

The CHAIRMAN: Yes.

Mr. BOULANGER: Did you receive any communications from the Canadian universities—

The CHAIRMAN: None at all.

Mr. BOULANGER:—suggesting reforms or improvements in the civil service?

The CHAIRMAN: None at all. Those gentlemen have no excuse, because they must realize what the problems of youth are. I expected letters from them from the start. We are not extending invitations, but those people thought fit to appear before the Rowell Commission, which could do nothing for them because education is strictly under provincial jurisdiction. They appeared before that dominion commission, making suggestions with regard to education, when they were told by the chairman, Hon. Mr. Justice Rowell, that they had no jurisdiction to listen to them. But he did listen to them. Here we have jurisdiction to deal with the youth problem, and we would have been very thankful to have received any practical and constructive suggestions with regard to youth. But no word at all has been received from any university in Canada, which I very much regret.

Mr. HARTIGAN: Before we begin with our evidence to-day, Mr. Chairman, I might say it is not the practice, as a rule, to condemn a person unheard. I was wondering if Dr. Found should not be given an opportunity to come before the committee, before the report is made out—Dr. Found of the Fisheries Department.

The CHAIRMAN: If you want to have him here, Mr. Hartigan, I am ready to call for him after we are through with our evidence.

Mr. HARTIGAN: Well, I do not particularly want him, but I think he should be given an opportunity to appear.

Mr. FOURNIER: But the gentleman who mentions his name just sent in a letter where he knows no case of favouritism—does not even mention a case in the statement.



The CHAIRMAN: This surprised me greatly.

Mr. FOURNIER: That letter of Mr. Stitt is surprising.

The CHAIRMAN: It is on file.

Mr. HARTIGAN: What I had in mind when I made the suggestion was the combination of the two circumstances—one, we have information before the committee, and here we have a letter saying there is nothing there. I think Dr. Found should be given an opportunity to appear.

The CHAIRMAN: Well, I will tell you how it happened. I have not this file before me, because we have something else to do to-day. But in this case there was lengthy correspondence from Mr. Found on the file, and there was something quite astounding about the age in the examination. In the first place, it was found—excuse me; that is not a pun, but I am using the expression—that the best thing to do was to call for a man who was twenty-five years or under, and who had a knowledge of the history of the oyster.

Mr. McNIVEN: Mr. Chairman, should not all these facts be reviewed with Dr. Found on the witness stand, carrying out Dr. Hartigan's suggestion? All this information goes into the press, and there may be a perfectly good and logical explanation for it coming from Dr. Found. By making statements without having an explanation we may do individuals an unintentional harm.

The CHAIRMAN: Gentlemen, you asked me for a report. I am not through with the file yet, because I have to prepare the sittings of the committee.

Mr. GLEN: Let us leave that in the meantime.

The CHAIRMAN: I am in your hands. The other day you told me to report. I am ready to report at any time even without the file in front of me. Now you do not want a report. You see, I am in your hands.

Mr. HARTIGAN: As far as the present is concerned, we could make a report; but there is one phase of the civil service administration into which we have not gone exhaustively or even scratched the surface. Has the committee up to the present any evidence before it as to the cost of the civil service to the Dominion of Canada? After all, the taxpayers are the ones who are concerned with this. They have investigated everything else, they investigated and re-classified positions, increased salaries and everything else, but we have not one scintilla of evidence to show that they have investigated the cost of the service to the people of Canada, or whether that cost is commensurate with the service rendered to the Dominion of Canada. I think that is a very, very important matter. If they had had the investigators who made investigations into qualifications and personalities investigate the cost of the service, and whether that cost was, as I said before, commensurate with the service given, I think it would have been better.

For instance, they classify in one group chief clerks. You know yourself, Mr. Chairman, and the committee knows, that if a man is a chief clerk of a department, no great executive ability is demanded for picking out files, and that sort of thing. Why should this man, a filing clerk, be given a top salary, commensurate with a salary given to a clerk who has technical knowledge and who has spent long years in educating himself for a certain position? There is no correlation in the departments.

Another thing, a stenographer is a stenographer or she is not a stenographer.

The CHAIRMAN: Like Shakespeare says: "To be or not to be."

Mr. HARTIGAN: That is so. Why should there be six or seven grades of stenographers with salaries that are out of keeping altogether with the conditions and even out of keeping with the salaries paid in the courts of justice?

The CHAIRMAN: There are stenographers and stenographers.

Mr. HARTIGAN: Mr. Chairman, all I am doing is bringing to the attention of the committee the fact that this has not been dealt with. Why should there

be six or seven grades of clerks? Surely one or two grades would do. Or is this just an excuse for spilling out the people's money? We have not the time available at this session to go into these matters, and it looks as though the committee should be carried on for another year to ascertain the cost and to find out all about it.

The CHAIRMAN: Thank you, Dr. Hartigan.

Mr. GLEN: Mr. Chairman, I agree with what Dr. Hartigan has said, but we have witnesses here to-day who have been with us for three or four days now. I presume they are busy men, and I do suggest that we hear them. They were told yesterday that they would be heard this morning.

Some Hon. MEMBERS: Hear, hear.

The CHAIRMAN: Just a word in answer to Dr. Hartigan. We have had produced by the commission information that is valuable even to them. Some of that information should have been on the desk of some officials of the Civil Service Commission, and they should not have to ask now for it. For instance, the promotions during the ban. That should have been there on file, the complete thing, and they should not have to ask for it, they should only have to make copies of a thing which should have been done before.

I will not insist any more on that. Major Bowler, please.

Major J. R. BOWLER, Dominion Secretary of the Canadian Legion, B.E.S.L., recalled.

The CHAIRMAN: This morning, gentlemen, I came here at 8 o'clock. At times you do not think I listen to the evidence when I close my eyes, but I do that in order to follow the evidence and understand it better. This morning I came here at a quarter to eight in order to read the report of yesterday which is most interesting. I wish to congratulate you, gentlemen, upon the interest you showed in the vital question of the soldiers' preference. Your questions were to the point, and I think you have done very well.

I have some questions now to ask on another line.

Major Bowler, you are still welcome here.

Major BOWLER: Thank you.

The CHAIRMAN: And you will always be welcome. Yesterday I gave an opportunity to all members to ask questions before I asked the questions I have in mind. I have three questions which cover about a page and a few lines, and I will ask you these questions now.

Do you think Canada can afford to be more generous in the granting of a returned soldier preference than other countries? By this I mean the preference granted to returned men of allied armies. So far as has been stated here by Mr. Bland, the State of Maine is the only territory which grants a preference to Canadian returned men. Why, then, should we grant a preference to any country which does not have any reciprocal arrangement with us?

Major BOWLER: In answer to that, Mr. Chairman, may I say that the Canadian Legion has no knowledge, and we have not been able to find out, why it was that the preference to ex-service men of allied countries was included together with our own preference under the Civil Service Act. As a result of our enquiry I can say that ex-service men apparently had nothing to do with it. It was not done as a result of representations from them. And we can only assume that the authorities of the day had some reason of their own, possibly as a gesture of good-will to those countries, or possibly as an inducement to immigration to Canada. Whatever it was, it is not within our knowledge.

[Major J. R. Bowler.]

That being a matter of the relationship of Canada to foreign countries, we feel it is hardly competent for the Canadian Legion to express an opinion on it. By that I mean that if this committee or parliament or the government of the day have decided in their wisdom that the time has now come when that concession to ex-service men of allied countries should terminate, it is not for us to argue the matter.

Mr. FOURNIER: You would have no objection to striking out the words in section 29—"or of any of the allied of His Majesty during the war"?

The CHAIRMAN: And similar words anywhere else in the Act.

Major BOWLER: Speaking as best I can without the opportunity of consulting the Dominion council of the Legion, my answer would be that there would be no objection.

The CHAIRMAN: According to your personal experience?

Major BOWLER: According to my personal experience.

The CHAIRMAN: In the first place, the returned men did not ask for that?

Major BOWLER: No, sir.

The CHAIRMAN: And, in the second place, according to what you know from your conversations with the returned men, they are not favourable to it, the majority are not favourable.

Major BOWLER: They would have no objection to it being terminated, although in saying that I would like to make it clear that we have done our best in the interests of international peace to try to cultivate good relations with the ex-service men of all armies, enemies and otherwise. I mention that in passing, and my answer is that I am satisfied that the Legion would have no objection to this clause concerning allies being terminated.

Mr. MACNEIL: Mr. Chairman, what about those who served under allied forces and who had pre-war domicile in Canada? I was hoping you would clear that up.

The CHAIRMAN: That is an altogether different matter, because even in the Canadian army there were many men from other countries, especially from England, who came here to enlist in the Canadian army as the pay was better, as you know, Mr. MacNeil.

There is another matter, which does not come under this class, of Englishmen who came to Canada and obtained positions in the service while Canadians had enlisted in the army. That is an altogether different problem which may be taken up in due course, if you wish.

Mr. MACNEIL: I presume Major Bowler would exempt those from his answer?

Major BOWLER: Oh, yes. The resident of Canada who had become a Canadian citizen and who went overseas merely to enlist and serve with his home country army and then returned to Canada is in a different category.

The CHAIRMAN: Yes. Then there were some in the United States army, and there were some in the Legion Etrangère.

Mr. GREEN: Do you include in your remarks men who served in the British army?

Major BOWLER: No. The question had to do with allied countries. The section is so worded that it covers also the British.

The CHAIRMAN: No; the question is that there was one army, and it was the British army. The Canadian army was part of it. You know that, Mr. Green.

Mr. GREEN: I know, but—



The CHAIRMAN: The question now is about the allied armies of His Majesty which is an altogether different proposition.

Mr. FOURNIER: Some of our allies in 1914 are far from being our allies to-day.

Major BOWLER: There is some truth in that.

The CHAIRMAN: And some of our enemies in 1914 may be our allies to-day. It is very strange to see how the earth turns.

The second question, Major Bowler, is: particularly so when we have such a youth problem, thousands of young people are growing up and with little or no opportunities for finding employment in the public service; it must be especially disturbing to those who, after hard study, have found themselves passing first on the civil service examination and then be told that men who may have passed at the bottom of the list must be given employment ahead of them, simply because they have served for some period in an army allied with Great Britain during the World War, a country of which we are not perhaps on the best of terms at the present time; surely, this must create unrest.

Major BOWLER: I agree with you, sir, entirely.

Mr. GREEN: How many cases are there of allied soldiers obtaining the preference?

Major BOWLER: To my knowledge, very few. The Civil Service Commission would be more competent than I am to answer that. We have not really seen enough cases to indicate that there is any substantial problem. But if a case arose in precisely the manner as expressed by the chairman, I would say that it was not right that an ex-service man of a foreign country should take precedence over a Canadian-born man.

Mr. BOULANGER: In connection with your answer to Mr. Green, would you look at this return which I obtained in the House of Commons. A statement of the number, occupation and salaries of veterans employed in the Department of National Revenue who have served in an army other than the Canadian army, the date of their appointment and the length of their stay in Canada prior to their appointment in the Civil Service Commission. I have checked the appointments of persons who had resided less than five years in Canada.

Mr. GREEN: That includes British?

Mr. BOULANGER: That includes British. I have checked all those who got appointments before they had resided five years in Canada. Some had resided four years, some three years, four years, and so on. Then you will find some people who got employment in the Canadian civil service after having resided in Canada, for instance, one year; eleven months; two months; seven months; nineteen days; four months; eight months; two years, and another eighteen months.

Mr. BROOKS: Those are not returned soldiers.

Mr. BOULANGER: They are veterans.

The CHAIRMAN: What is the number of that report?

Mr. BOULANGER: Sessional paper No. 300. I could supply the same information concerning the Welland Canal and the penitentiary service in connection with the Department of Justice and the Department of Pensions and National Health.

Mr. MACNEIL: The Act read that they must have three years' residence in Canada.

Mr. BOULANGER: Five years.

Mr. MACNEIL: The first is three years.

[Major J. R. Bowler.]

The CHAIRMAN: Mr. Boulanger, you will be here to-morrow and Thursday, and Mr. Bland will probably have something to tell us then, so will you please bring it up and ask him for some information about it, if you do not mind?

Mr. BOULANGER: No.

The CHAIRMAN: Another point which I should like to have answered is the continuation of the preference to those men who did not actually engage in fighting. There were thousands of men whose sole part in the Great War was in non-fighting units, and thus they were exposed to no more risk than were the civilian population.

I am entirely in favour of maintaining returned soldiers' preference to those people of our country who risked their lives in any theatre of war, whether land or sea; but I cannot bring myself to believe that under present conditions, Canada can afford to ignore youth by continuing preference to these two classes, men of allied armies and those who were not under fire or otherwise risking their lives and their limbs. Will you please answer the second part?

Major BOWLER: In regard to the disability preference under the Civil Service Act, which is confined to pensioners, sir, I doubt if the problem is extensive because, according to the report of the Department of Pensions and National Health for the year ending March 31, 1937, the percentage of pensions paid to men who served in France, which is an inclusive plan to include theatre of war, Belgium, is 87·63. Of the remainder 57 served in other theatres of war. Of those who served in England, the percentage is 8·35, and those who served in Canada 3·45. So that the total number of disability pensioners who might be eligible under the preference is approximately merely 10 per cent of the whole body.

The CHAIRMAN: Yes, I understand it fully, because it is understood that those men, except in case of accidents, were wounded in a theatre of war. But what is the number of the soldiers who went to France and the number of those who did not go there during the war?

Major BOWLER: Of the total?

The CHAIRMAN: Approximately.

Major BOWLER: There were over 600,000 enlistments altogether, sir.

The CHAIRMAN: But how many of them went to France or were on the sea, and how many of them did not go to France and were not on the sea at any time during the war while in the service?

Major BOWLER: As a guess, because I have not checked the figure, and subject to correction, I would say between 350,000 and 400,000 who served in a theatre of actual war.

The CHAIRMAN: Therefore, about two-thirds.

Major BOWLER: Yes, sir.

The CHAIRMAN: Two-thirds of 600,000?

Major BOWLER: I would say so, sir.

The CHAIRMAN: With regard to the other one-third, comprising men who did not serve in any theatre of war but who were just wearing the uniform, do you think that they are really entitled to a preference?

Major BOWLER: It is not an easy question to answer yes or no; but I believe, sir, quite honestly, that there is a case to be made out for the men who did not go to France, before a decision is reached. It has to be remembered that in the ordinary course of necessity there had to be a large military establishment in Canada, and there had to be a large military establishment in England. Moreover, it is within our knowledge that a great many men were not permitted to go to France because of some special abilities they

possessed which were required at home. Further, men who were too old to serve in the line were taken into the army because under protected conditions they were capable of giving essential services.

The CHAIRMAN: If they were too old to be in the army 20 years ago they must be too old to be in the service now.

The WITNESS: Yes.

*By Mr. Boulanger:*

Q. Do you include England in your definition of theatre of war?—  
A. No, it has never been included.

The CHAIRMAN: Theatre of war, I understand, is where there was war.

*By Mr. Boulanger:*

Q. Is a man who went to England, but not to France, entitled to the preference; is that correct?—A. Yes.

The CHAIRMAN: Even those who were enlisted at the last moment.

Mr. HERWIG: Who served overseas.

The CHAIRMAN: Who served overseas, and those who stayed in Canada.

Mr. HERWIG: No; the Act provides for those who served overseas.

Mr. FOURNIER: On active service overseas.

*By Mr. Boulanger:*

Q. That includes men who did not go any farther than England?—  
A. Yes.

*By the Chairman:*

Q. Of course, there were other theatres of war; Salonika, and the far east?—A. (Major Bowler) Yes, they were scattered, some of them. Perhaps it should be said also that apart from the merits as between a man who served in a theatre of war and a man who did not, naturally our sympathies are with the first; still when demobilization came there were a lot of problems from the point of view of re-establishment. They had to be re-absorbed regardless of service.

Q. I understand that, but that was 20 years ago and I think there are some of those men of whom you speak who were probably just as ready to risk their lives as the others were, but it didn't come to an actual fact for them?—  
A. That is true, sir.

Q. There is no preference to the man who only served in Canada?—  
A. (Mr. Herwig) No preference.

Q. What was the governing factor in that?—A. Overseas service. A theatre of war as generally accepted as it stands in the Pension Act is a place where a man came into contact with the enemy, so that if a man should be wounded in an air-raid in London then it is interpreted in that particular instance as his having been in an actual theatre of war.

*By the Chairman:*

Q. Then he is a disabled man, he is included in the proportion of 3 per cent you have just mentioned?—A. Yes.

Q. Just the same as a man who might suffer from an explosion in a depot, or something like that?—A. Exactly, even in Canada.

Q. I will go a step further than that; I would include a man who might have fallen off a truck while going or returning to camp. I would take that as being a war disability because it was in war service that the injury occurred.

[Major J. R. Bowler.]



*By Mr. Glen:*

Q. The preference is granted to soldiers on this principle, as I understand it; that a man's career in business, or his capacity to earn, has been interrupted by his service, as he has not been able to re-establish himself in civil life in the position in which he was prior to the war?—A. That is one of them.

Q. That is the main principle isn't it; the interruption of a man's life on war service which has prevented him from getting back into the same life after the war; that broadly speaking is it, isn't it?—A. Broadly speaking, yes; the other was that it was a necessity, that it ought to be done; quite aside from the fact that it ought to be done as a matter of equity.

Q. Supposing a man right in Canada was injured on service, according to the Act he is debarred although he may have lost his business by the mere fact of his service; isn't that right?—A. That may be so.

Q. And the same might be said of a man who went to England but did not receive any injury in the war, but they are entitled to the preference?—A. That is so.

Q. The man who served in Canada may have been equally valuable to the war office as the man who might have gone to England and not gone overseas?—A. That may well be. Some were not permitted to leave Canada because of their value here.

Q. Did you discuss this question of preference at a meeting of the Legion and formally pass any resolution as to this preference not being allotted to those who might not have gone overseas, who remained in Canada?—A. No, it has never been discussed.

Q. Has the law as it now stands been acceptable to the Legion and their officers?—A. I never heard of any objection to it.

Q. The way you are speaking now is as an individual and not as the head of an organization; I mean, as the chairman intimated in asking you his questions, you are giving your personal opinion not that of your organization?—A. I said that I made that reservation, that I have not had an opportunity of consulting the Dominion council.

Q. I just wanted to make that clear. In your Legion conventions this matter of preference has never been actually brought up for discussion?—A. Oh, I don't know. We have discussed this matter. On the points that we discussed yesterday there is a different answer.

Q. So far as the Legion is concerned would it be fair to say that the terms of the Act as we now have it are satisfactory?—A. Yes.

Q. It would be fair to say that?—A. In other words, if it were not disturbed they would not ask to have it changed.

Q. You should continue now with the preference under the Act?—A. Yes.

Mr. HARTIGAN: Or, if it were followed out according to the Act. From the file which Mr. Boulanger produced you would not say that the Act was being carried out, especially as regards the length of time a man was in Canada before he went overseas.

Mr. HERWIG: I think that each case would have to be examined before we could say that.

Mr. HARTIGAN: Oh, yes, the thing would have to be co-operative.

Mr. HERWIG: Quite so. Some of the men Mr. Boulanger referred to apparently only had one or two years pre-war residence in Canada, in which case it would not make any difference. Incidentally, I am going to say that at one time it was only required that an Imperial should be resident in Canada 3 years instead of 5 years before he became eligible.

*By Mr. Glen:*

Q. So far as the administration of the Act is concerned you are not concerned about disturbing the principle laid down in the Act, and if you have any cases which you think ought to come under the Act you as a Legion body would make such a recommendation?—A. Yes.

Q. And it would then be a matter for the Civil Service Commission to decide?—A. Yes.

*By Mr. Green:*

Q. Your main contention is that the Act should be allowed to stand as it is?—A. (Major Bowler). That is our position. Our convention took the stand that any apparent injustices or difficulties should be adjusted by way of administration. That is the principle of the resolution laid down by the convention.

*By Mr. Glen:*

Q. Your main contention is that the Act should stand?—A. Yes, sir; although I am not withdrawing anything I said in answer to Mr. Pouliot yesterday. I will take full responsibility for that on behalf of the Canadian Legion.

*By Mr. Cleaver:*

Q. And you said also in your remarks of yesterday with regard to the recommendation that the commission should have some discretionary jurisdiction in regard to the exercise of the preference within its own rules?—A. May I read the terms of that resolution to which I made reference? I think I undertook to produce it and read it into the record for you. It reads as follows:—

*Civil Service Preference to Non-Pensioners:—*

The Veterans' Assistance Commission recommend that veterans of the Great War not in receipt of pension, but who are otherwise qualified and who served in His Majesty's Forces, be given preference for positions in the Civil Service of Canada on an equal basis with pensioners when granted marks in the Civil Service examinations, and this Committee is fully cognizant of the reasons which led the Veterans' Assistance Commission to make its recommendations, and readily suggests that negotiations be entered into with the Civil Service Commission in order to eliminate, by way of administration, the apparent injustice to non-pensioned ex-service men.

*By the Chairman:*

Q. And you said that you were prepared to submit a draft amendment in that connection; have you had time to do that yet?—A. I have not had time to do that, sir.

Q. Will you please tell us what that resolution relates to?—A. That is an extract from the report of the Unemployment committee set up by the Dominion convention of the Canadian Legion meeting at Fort William in January and February last. That is one of the resolutions which was adopted unanimously at that convention.

*By Mr. Fournier:*

Q. You do not want us to change anything in that section concerning the preference?—A. I could give you a verbal report of our own impression of the discussion. I was there and Mr. Herwig was there also. The question was, should there be a resolution asking for a preference to Canadians or not, and the decision was against it. The delegates thought, rightly or wrongly, that any difficulties should be taken care of in some manner by way of administration.

*By Mr. Mulock:*

Q. Is there any objection to the proviso being added extending the powers of the Civil Service Commission to use such discretion?—A. It would be difficult for me to make a commitment on that in the light of the resolution.

[Major J. R. Bowler.]

*By Mr. Fournier:*

Q. Does it not strike you that if we were to amend the section the commission would have to follow the exact terms of the statute in applying these preferences?—A. I realize that they have got to keep within the law.

*By Mr. Mulock:*

Q. And that would eliminate the discretion that you people are asking for?—A. They have no legal discretion.

Q. The discretion provided by the Act itself?—A. They have no legal discretion at the present time.

Mr. CLEAVER: Have you given any further consideration to the suggestion which was made yesterday that in regard to certain positions, certain local positions, as to which ex-service men are obviously qualified, that the resident rule should be dispensed with and that where there is not a resident returned man available in the locality in question that it should be open to the commission to bring in a returned man from some other locality to fill the position?

The CHAIRMAN: How could we know that if we do not know where they are at the present time? We had that list; there were 131 blacksmiths throughout Canada—and so the question still persists that the statistics were not complete, and it would be impossible to define this word “locality.”

Mr. CLEAVER: That is quite true, Mr. Chairman, but it is a broad statement, and if I understand it correctly the suggestion was that certain positions should be set aside exclusively for ex-service men. Now, that being so, if one of these positions becomes vacant in a locality where there is no resident ex-service man qualified for that position would it not be proper to give to an ex-service man residing in some other locality the right of taking that position if he cares to?

The CHAIRMAN: Yes, Mr. Cleaver; but on the other hand there is the question of geography. In England Liverpool is not so far from London as Ottawa is from Winnipeg, or Halifax or Vancouver. Therefore, here the country is so large and the population so small, while in England the country is small and the population large, that any time you make a comparison you have to keep in mind not only the system but also the geography and population.

Mr. MULOCK: Don't you think that if that change about locality was made it would stir up a lot of feeling in districts against the whole returned soldier preference where strangers come in and take positions away from local people and where there are local returned soldiers passed over and some man from outside who is a stranger is brought into the community with a preference not only over local civilians but over returned men as well? That would create a rather difficult position.

Mr. CLEAVER: I think you misunderstood my question in that regard.

Mr. MULOCK: It is not your question I had in mind, it was the whole discussion. I just wanted to get that cleared up.

Major BOWLER: I think that undoubtedly would be a serious consideration; but notwithstanding that if ways and means could be found of taking on our ex-service men, of taking them off the unemployment market, we would like to get it.

*By the Chairman:*

Q. How many members are there on the Dominion council of the Legion?—A. I believe there are 21, sir; there is a representative from each of the provinces excepting Ontario which has two, and the Dominion officers.

Q. Were they all engaged in a theatre of war during the Great War?—A. To the best of my knowledge, sir, yes; I can safely say that a great majority of them were.



Q. Now, with regard to the preference; that matter was taken up before you—the preference was asked only as a preference and nobody tried to establish a difference between the man who had been engaged in fighting in a theatre of war and others?—A. That has not been granted by the Legion, no.

Q. Therefore you are not in a position now to express the opinion of the Legion in that regard?—A. No, I am not.

Q. You express your personal opinion only with respect to it?—A. Yes. I suggest, sir, that the people who did not serve in France probably have a case to which there is some merit, and their side of it in my opinion ought to be heard in order fairly to arrive at a decision. That is a personal suggestion, but I think others will bear me out in that.

The CHAIRMAN: I would like to have the views of members of the committee on that if they agree to it.

Mr. GREEN: Agree to what?

The CHAIRMAN: I would like to have the views of members of the committee on these two points; the question of allied armies, and on the question of returned men who have not been in a theatre of war.

Mr. GLEN: Suppose we leave that until we are making our report. That will be a matter for discussion among the committee.

The CHAIRMAN: All right.

Major BOWLER: I was asked yesterday for a table showing the various rates of pensions. I now file with you a classification of the disabilities in the case of a single man—indicating the various classes, and the rates for each particular class.

(Table filed as appendix—to this issue).

The CHAIRMAN: Thank you, Major Bowler.

Major BOWLER: Before leaving the stand may I on behalf of Mr. Herwig and myself express our deep appreciation for the kind and courteous hearing you have given us.

The CHAIRMAN: Our thanks are due to you rather, Major Bowler.

Witness retired.

J. CLEMENT BEAUCHAMP, President of the Professional Institute of the Civil Service of Canada, called and sworn:—

The CHAIRMAN: Order, gentlemen. I have just been reminded by the gentlemen of the press in connection with a statement I made as to having received a large number of letters from young men throughout the country that if I have received hundreds of letters from young men it must be due to the fact that the story was wide-spread through the Canadian Press; as you see, one of their representatives is present and it is to her that credit is due.

Now, Mr. Beauchamp, I will ask you a question which is in my mind since I have seen your big book; now, do you want to read that in toto?

The WITNESS: Mr. Chairman, if I might be permitted to say a word or two, I would like, if you please, to differentiate between our brief and the statistical survey based on the findings of the Beatty commission—that was for the general information of members so that they might peruse it at their leisure, but our brief represents a summation of our interest in the work of the public service and all matters that have developed since the last parliamentary committee sat in 1932. I think possibly I might summarize some of the points elaborated in the brief, but some of the statements contained in it have a direct bearing on the Civil Service Act itself and about possible amendments which might be made to that Act eventually.

[Mr. J. C. Beauchamp.]

Mr. GREEN: The submission is not very long and I suggest that he be allowed to read it.

The CHAIRMAN: The submission is very lengthy.

The WITNESS: I think it would take possibly 20 minutes. There are parts which I could summarize.

The CHAIRMAN: Possibly we could just proceed to a consideration of the remarks submitted in connection with the merit system. You are in favour of the merit system, Mr. Beauchamp?

The WITNESS: Absolutely, sir.

*By the Chairman:*

Q. And do you think that the civil service has the purest form of merit system now?—A. Well, Mr. Chairman, I think that is a point which it is up to this committee to determine in the light of its evidence.

*By Mr. Fournier:*

Q. What did you write down in your review some months ago, that office politics was a fact in the service?—A. I do not think, Mr. Fournier, that you read that in any publication of the Professional Institute.

Mr. FOURNIER: We will go up and see whether I have or not.

Mr. GREEN: I would suggest that we are not going to get very far if we just proceed by asking questions. I think we should let Mr. Beauchamp read his statement through and then ask our questions afterwards.

The CHAIRMAN: I'll tell you something, Mr. Green; it bores me to hear somebody read and I am most interested in hearing the replies that are given by the witness. We can peruse that further when we are through with the witness. You have it in your hands and when a member asks a question you have it there in front of you so you can follow it; that will enable you to understand it much better than if we have it just read. We have very little time to spare. And, with regard to the merit system, with the exception of the question that Mr. Fournier is going to bring, we are through with that. We are through with that now, and the witness has given a very good answer; he says, you are much better able to judge that point than I am. That is the answer of the witness, and it is a very sensible answer.

Mr. GREEN: Why not let him start in with his submission No. 2?

The CHAIRMAN: About the permanent national civil service council, and the desire for a permanent national civil service council?

Mr. GREEN: Yes.

The CHAIRMAN: Will you please explain to me what you mean by that—

Mr. MACINNIS: Suppose he explains it to the committee, Mr. Chairman.

The CHAIRMAN: Oh, exactly; what I get you get also.

The WITNESS: The national civil service council would be a national body composed of representatives of what we might call the employers side, the government side, and the staff side. Provision was made some years ago for the setting up of such a national service council and I think in May of 1930 an order in council was passed appointing the Hon. Peter Heenan, the then Minister of Labour, chairman of a convening or drafting committee to draft the regulations that would govern the operations of that national council. Shortly after that a change in government occurred and since then no action has been taken. We think that if such a council were set up—we feel that that is the question which we are justified in bringing to the attention of this committee, that the committee might deem it desirable to have such a national civil service council established.

*By Mr. Cleaver:*

Q. How would you suggest that this council should be selected?—A. There was a certain procedure followed in regard to an advisory committee such as this under the Superannuation Act; it has quite a number of representatives of the employers sitting on it and a certain number of representatives of the employees; and the representatives on the employees side are the representatives of the Civil Service Federation of Canada, the Professional Institute of the Civil Service, the Civil Service Association of Ottawa, and I think the Postal Clerks of Canada and perhaps one other organization. I think there were about five organizations represented on the advisory committee on the Superannuation Act.

Q. And these nominees are appointed by the respective organizations?—A. Precisely.

*By Mr. Glen:*

Q. How would that conflict with the organization of the Civil Service Commission, and also the functioning of the government? Would there not be a conflict?—A. How would that conflict?

Q. The advisory council conflict, as against the branches—for instance, the chief of the examination branch?—A. This council would act more or less as a kind of clearing house; a board of review, too. Possibly, under the aegis of this national civil service council you would have a civil service appeal board set up.

Q. An appeal board?—A. Yes. They would function as a sort of unit under this civil service council.

*By Mr. Tomlinson:*

Q. Would that increase the cost of the administration of the civil service?—A. Well, as I see it, it would possibly depend on the personnel of that national civil service council. If it were possible to appoint to the council representatives within a reasonable distance of the city of Ottawa, it would not be so great; but if you were to appoint on that council, say, men living or domiciled in Vancouver or Halifax, unquestionably you would have a greater expense.

Q. You could not do it in any other way.

Mr. MULOCK: Not if it is to be representative of the country as a whole.

*By the Chairman:*

Q. Were you not satisfied with your hearing before the superannuation committee this year, Mr. Beauchamp?—A. We were quite satisfied.

Q. You will be perhaps even better satisfied with your hearing at this committee. We want to help the services, without prejudice to the country, and we want a real merit system.—A. I think I can say on behalf of the Institute that we are prepared, and have been prepared since the inception of this inquiry, to lend the fullest measure of co-operation to this committee.

*By Mr. Mulock:*

Q. How much would this cost the people of this country?—A. Well, the government in 1930 seemed to think that the setting up of this national civil service council was feasible—

Q. I am not asking you that. I am asking you how much it would cost.—A. —and that it was a practical thing.

Q. How much would it cost?—A. Nobody can say offhand how much it would cost. But even if there was some expense involved in the setting up of a national civil service council, I think the country would stand to gain.

*By Mr. Tomlinson:*

Q. You say the country would stand to gain. Tell us why you say that?—A. Because that is a national civil service council and would serve as a clearing house.

[Mr. J. C. Beauchamp.]



Q. That does not explain it to me. Why would you say that the country would stand to gain by this council?—A. Because this national civil service council would consider many problems that vitally affect the employees interests and that vitally affect the government's interests; they would sit in together like in a committee, have round table conferences and iron out many problems that drag over the years, possibly.

Q. What problems would they iron out?—A. The question of leave regulations; such questions as, for instance, this order in council covering removal expenses, to which we refer in our brief—an order in council which says, in effect, that if a man is living in Winnipeg and he is promoted to a position in Ottawa, if the increase in salary consequent on promotion exceeds the removal expenses of that individual—let me get this right—

Q. Yes, make sure of that.—A. —the government does not pay that. On the other hand, if the removal expenses consequent on transfer—that is, consequent on the promotion—exceed the increase in salary in that first year, the government pays only the difference. In other words, the government applies an economic sanction to a man promoted under the merit system.

*By Mr. Cleaver:*

Q. Is there anything wrong with that?—A. Well, it is a policy that industrial concerns do not carry out in regard to their employees that are promoted.

*By Mr. Fournier:*

Q. You are not going to penalize a man that is being promoted?—A. That has happened.

*By Mr. Tomlinson:*

Q. That has actually happened?—A. That has happened.

Mr. GREEN: But that is the next point.

The CHAIRMAN: It happened in how many years?

Mr. FOURNIER: Before we lose sight of what I was stating here to the committee, in the month of December, 1937, the Institute Journal states: "There is a disparity in the classification of the same professions in different departments."

The CHAIRMAN: That is of what date?

The WITNESS: What issue is that—December?

Mr. FOURNIER: December, 1937.

The WITNESS: That is the report of the annual meeting of the Professional Institute, I presume.

Mr. FOURNIER: At page 24, it says: "There is a disparity in the classification of the same professions in different departments. There should be parallel promotions in different departments. . . . Office politics are far more dangerous than patronage." That is your own journal.

The WITNESS: Who made that statement? Would you mind telling me that?

Mr. FOURNIER: The members attending the meeting at which a gentleman gave a lecture on "Salary and Reclassification."

The WITNESS: To clarify the situation, I would like to know who made the statement.

Mr. FOURNIER: Well, they say: "The following observations were made by various members present."

The WITNESS: Yes.

Mr. FOURNIER: I do not think there was any mention of the names.

The WITNESS: I cannot remember things that happened some time ago. But I am satisfied with that.

Mr. FOURNIER: With the statement?

The WITNESS: Yes.

Mr. FOURNIER: What surprises me is that I do not see in your submission anything concerning office politics. Have you anything to suggest about what is going on in the departments?

Mr. MACINNIS: That statement is not necessarily the opinion of the Institute.

*By Mr. Tomlinson:*

Q. It was the outstanding issue at your meeting, was it not?—A. Well, at this particular meeting it seems to refer—perhaps that is a report submitted by one of our regional groups at the annual meeting.

Q. Then your reporter picks it up as an interesting item?—A. Yes.

Mr. FOURNIER: An important item.

The CHAIRMAN: I will say "capital."

Mr. TOMLINSON: I should say "an important item."

The WITNESS: Well, Mr. Chairman, I am not questioning the accuracy of that statement, if it figured in our journal.

*By Mr. Tomlinson:*

Q. Do you think it is right?—A. I presume there is some truth to it.

Q. Sure there is.

The CHAIRMAN: Hear, hear.

The WITNESS: You will realize, gentlemen, it is mighty hard for a report—

*By the Chairman:*

Q. I understand that it is most difficult for the men you represent to say that.—A. Yes.

Q. But to my personal knowledge,—and I could give hundreds of cases,—it is a fact.—A. Mr. Chairman, I cannot go here and there and put my finger on cases.

Q. No, no, no. But I have never been in the service, and I knew nothing of it until I started to study it. But I have studied it thoroughly from nine o'clock in the morning until twelve o'clock at night—I did not go to the House—and it is to my personal knowledge that office politics is one of the plagues of the civil service. I do not represent any civil service organization. I say that on behalf of your men and on behalf of the men who are represented by Mr. Phelan, as well as those represented by Mr. Knowles.—A. You are taking a broad view of the question, Mr. Chairman.

Q. The work we are doing now is for your good, and we know more about the civil service from studying it for three months than anyone of you knows about it, because we have a general view of the whole picture.—A. Well—

*By Mr. Glen:*

Q. Mr. Beauchamp, I would like to go back to paragraph number 2,—a permanent national civil service council.—A. Yes.

Q. Is that to be advisory to the Civil Service Commission?—A. It could be advisory to the Civil Service Commission. It could be advisory to the government as well.

Q. If the government have already appointed a Civil Service Commission to administer the act which is on the statute book, why should there be an advisory board to tell the Civil Service Commission what they should do?—A. There is this, if I may answer in this way: In 1929 or 1930 a committee

[Mr. J. C. Beauchamp.]

known, I think, as the Select Standing Committee on Industrial and International Relations sat here, a committee of this House of Commons, and went into this question exhaustively.

Q. Yes?—A. It was a largely representative committee, and their report in substance was to this effect—and the order-in-council was based on the main points in that. The recommendation emanating from that committee was to this effect: "The principle of the establishment by the government of a national civil service council . . . to consider and advise the government upon matters of mutual concern to the government and civil servants in their respective capacities as employer and employees. . . ."

*By Mr. Tomlinson:*

Q. I want to check you on that. Why would your association attempt in any phase to advise the government, who are, after all, elected by the people, on certain policies?—A. Because we represent the employees' side.

Q. Yes, that is it.

*By Mr. Cleaver:*

Q. Is not the point that you are desiring to secure for the employees representation and a voice in the management of the civil service?—A. With eventually the final determination left to the proper authorities.

Q. Right. That being so, do you not think you would get more democratic representation if you would set up an employees' committee, an elective employees' committee, in each department to serve voluntarily without pay—you would get civil servants quite willing to do that, to serve there without pay—elect them only in each department, and confine it to what you want, namely, to secure representation of the employees rather than go out with a permanent national civil service council which might easily defeat the object you are seeking to attain?—A. But to clarify the situation, sir, this national civil service council would serve in a voluntary capacity.

Q. But you are suggesting employer as well as employees.

The CHAIRMAN: We do too, and we do well.

The WITNESS: Yes.

*By Mr. Cleaver:*

Q. You are suggesting that on this council the employer as well as the employee should have representation. Would you not be much farther ahead if you were to confine your efforts to what you really want, namely, a committee of employees to have a voice in the work?—A. Well, as far as our representation is concerned, our membership is scattered between different departments. If most of our employees or members were concentrated, or if the professional and scientific employees were concentrated in one or two departments, your proposal might be workable.

*By Mr. Tomlinson:*

Q. Tell me this: Do you at any time attempt to co-operate with the commission itself—the Civil Service Commission?—A. We do.

Q. Do you bring your difficulties before the Civil Service Commission?—A. We do. I might say that the commission is very reasonable in that respect. As a rule they are willing to receive deputations from the various organizations.

Q. Why do you want a council when you can go and place your difficulties before the commission?—A. Because you have different interests involved. You have—

Q. Oh.—A. You have the Treasury Board.

Q. Why have you got the Treasury Board?



Mr. GLEN: Because it is the law.

Mr. McNIVEN: To protect the finances.

*By Mr. Tomlinson:*

Q. To protect the finances of this country?—A. It is not merely a question of protecting the finances of this country. The Treasury Board advisers advise the Treasury Board along certain lines; and there is the possibility that those advisers might advise the Treasury Board in a certain way without prior consultation, say, with the Civil Service Commission.

Q. You are talking right to the members of the Treasury Board when you make that statement.—A. Not at all.

Q. Yes, you certainly are.—A. The members of the Treasury Board are Cabinet ministers, and are extremely busy men. I presume in many ways they take a report that is presented to them. They will possibly question them on the report and ask—

Q. I am informed that the ministers take a very active interest; they interest themselves in connection with the working of the Civil Service Act in connection with the employees and so forth. They really interest themselves. They do not just allow a report to come in from some of their secretaries; they really look into it. Is that not correct?

Mr. FOURNIER: They have a whole staff, with Mr. Sellar at the head, and Mr. Ronson.

Mr. TOMLINSON: I know. But I am getting down to this, that I know they do interest themselves in the welfare of the services.

The WITNESS: I am not disputing that at all, Mr. Tomlinson. But I am saying that the members of the Treasury Board are extremely busy men, that there are certain months of the year when they are carrying more or less a peak load and when, perhaps, they have to rely to a greater extent on the advice that is tendered them by the advisers of the Treasury Board or by the deputy minister of finance or some other officer.

*By Mr. Tomlinson:*

Q. But you take your difficulties to the Civil Service Commission, do you not?—A. We do take some of them.

Q. Why do you not take all of them?—A. Because there are times where the commission probably feels powerless to take action.

*By Mr. Fournier:*

Q. On account of the stand of the Treasury Board?—A. Yes.

*By Mr. Glen:*

Q. You heard the evidence in this committee; and there has been a suggestion made by Mr. Bland, the chairman of the board, that there shall be an appeal board within the department itself. Would that not fulfill the same function as you are asking in this civil service council?—A. Well, it would depend upon what authority is conferred on the appeal board, or what its field of action would be.

Q. You get an appeal board to which a man who is rated can appeal. He has an employee's rating, and he wishes to bring that before the appeal board, because he feels he has not been rated correctly; and that appeal board will then iron it out, which is something you are now claiming that the council would do.—A. I think Mr. Bland, the chairman of the commission, had more in mind an appeal board that would deal with ratings and promotions and such questions as reclassification.

Q. At all events, there was one thing very definite, namely, that employees would have an opportunity of having their grievances aired before that appeal

[Mr. J. C. Beauchamp.]

board. Does that not exactly fulfill the function you are now asking in your submission should be performed by the civil service council—A. But I question whether the appeal board could cover—could deal with all those questions.

Q. It could do it just as well as your civil service council.

The CHAIRMAN: Mr. Beauchamp, that permanent national civil service council could not possibly work; there are too many different positions.

Mr. GLEN: Too many problems.

The CHAIRMAN: Too many problems; exactly.

*By the Chairman:*

Q. Did you look at the classification of the civil service of Canada?—A. I have a copy of it.

Q. Did you go through it?—A. I have, from time to time.

Q. Do you not find it absurd?—A. Well,—

Q. No, no.

Mr. MULOCK: That is not a proper question.

*By the Chairman:*

Q. Do you not admit that there are discrepancies?—A. There are very wide discrepancies.

Q. There are very wide discrepancies?—A. Yes.

Q. And there are discriminations also?—A. Yes; in many cases the salary structure is not properly related to the classification requirements and to the duties that the man, the incumbent of the position, performs. I was going to refer to that later on if I am allowed to do so.

Mr. GLEN: This witness here is an employee in the civil service. We should not ask questions that are perhaps going to affect his own life.

The CHAIRMAN: No, it will not affect his own life; because those who are responsible for it will be put in their place in due course.

Mr. TOMLINSON: That is what I say; this witness should be free.

The CHAIRMAN: It is quite evident. A child of seven years who knows how to make calculations would find it, also. It is absurd.

Mr. FOURNIER: Mr. Chairman, you should not put put the load on Mr. Beauchamp.

The CHAIRMAN: No. I take all the load on my own back; and my back is broad.

Mr. GLEN: Yes. Try to see that the witness be not put in a bad position.

Mr. MACINNIS: Mr. Chairman, I think we should let Mr. Beauchamp go on. The committee is under no obligation to accept any recommendation made, and most likely the committee will not. I do not think that we should hammer Mr. Beauchamp for making a report of this kind. Let us allow him to make his explanation. Then when he is finished, and when we meet together to consider our report, we will give it all the consideration that we may have available at the time. But for goodness' sake let him go on with his report and finish it.

Mr. GLEN: Of course, Mr. Chairman, there is something in the report on which questions should be asked. For instance, I cannot see the distinction between the appeal board as recommended and this civil service council in the submission; because the appeal board was intended for the very purpose that you are now seeking, namely, that a representative of the employees would be permitted.

Mr. TOMLINSON: It would cost this country more money the other way.

Mr. GREEN: There is a big difference. The appeal board would only deal with certain cases. This council would deal with the whole broad aspect of the civil service. As I understand it this group is to be made up of representatives

of the government and representatives of the civil service. Let us discuss it on that basis and let us not picture something that is not suggested at all. There is no expense involved in an arrangement of that type.

Mr. TOMLINSON: He just stated that he did not know how much it would cost.

Mr. GREEN: It is in line with the times that employers and employed should have an opportunity of getting together. Right here in parliament we are forcing employers and employees to get together and I do not see any reason why we should not do something along the same lines in connection with this.

The CHAIRMAN: That is all right, but I do not believe in big organizations. A man has a complaint, and usually such complaints are against the chief of his branch. Do you suppose that this national civil service council would take the trouble to study each particular case in order to make every civil servant comfortable and remove all anxiety from him, and give him justice and fair play? That is something which should be done right there on the spot. It seems to me—this is only my opinion—that an appeal board could look after these troubles within the departments much more effectively than could a national organization, that it would be in a much better position to look after the welfare of the individual employee.

Mr. CLEAVER: That is right.

Mr. BOULANGER: Mr. Chairman, are not the present civil service organizations doing exactly that, looking after the interests of their members, considering their problems and trying to improve conditions in the service? That is already being done by the present civil servants' organizations.

The CHAIRMAN: Not only that, but it is being done right here in this committee to-day. You are here as a witness to-day simply because we wanted to know your troubles and we will try to remedy them for you if you will tell them to us. Now, you were saying there is no office politics. We were told by you that there was no office politics in the service. If we are told by Mr. Phelan and by Mr. Knowles also that there is no office politics in the service we will have to negative our report.

Mr. HARTIGAN: That would negative our report.

The CHAIRMAN: It would mean that all the employees are satisfied because these witnesses who are appearing on behalf of the men say that there are no office politics in the service. You could go to the National Civil Service Council and repeat the same thing there and what protection would the civil servants, the employees, have?

Mr. FOURNIER: I did not understand Mr. Beauchamp to say that there was no office politics.

The CHAIRMAN: Well, I was not putting words into his mouth, I was saying "if"; "if he says." Here you have a case and don't you think the best party to deal with it is the House of Commons where you can come freely and no one can take exception to what you have to say, you have the protection of the whole House of Commons behind you.

Mr. MACINNIS: How can you say that no one would take exception to what he says, because now everyone is taking exception to his statement about office politics—let us quit this quibbling and deal with what is in the report.

Mr. TOMLINSON: Listen here now, here it is right in his statement, "political partisanship."

Mr. MACINNIS: That is not office politics.

Mr. FOURNIER: That covers one section of office politics.

[Mr. J. C. Beauchamp.]



*By Mr. Fournier:*

Q. As I understand it the object of that permanent national civil service council would be to review and examine complaints, matters affecting civil servants which might be referred to them for study and report?—A. Yes, sir.

Q. That is the gist of the whole thing?—A. And that a parliamentary committee was recommended after going into this question exhaustively in 1929.

Q. But when any measure comes up, your association, and other civil service associations, make a study of these measures and have interviews with the Civil Service Commission?—A. Initially our organization serves as a clearing house, and if we feel, for instance that some member's case is not well founded we report and tell him so; we never carry it beyond.

Q. And you distribute amongst your members literature to the same effect as that which I read here this morning?—A. Precisely.

Q. Because you believe that what is printed here is quite true?—A. I am not questioning it.

Q. And, do you go to the Civil Service Commission and state your case; do you say, office politics are far more dangerous than patronage and you are not reclassifying positions as you should; did you ever go to the commission and tell them that?—A. We have met the commission from time to time and discussed certain questions relating to reclassification.

Q. And you told them bluntly that their reclassifications were not, according to reports you received from your members, being carried out as they should have been?—A. Well, we have been telling the commission and the government and other bodies for some 16 years, and we also made our submissions to the royal commission and to the Beatty committee—

Q. And you believe that a national council is still desirable?—A. We do not think a national council should deal so much with matters of reclassification, it would deal more with principles.

Q. It seems an important part of your system, reclassification?—A. That would be a matter for the departments. The council might lay down certain principles, they might take the stand that salary ranges should be related more closely to the requirements of the duties performed by the incumbent of a position. They might lay down general principles.

Q. You have read the Act?—A. I read it from time to time, parts of it.

Q. There are I think 60 some odd paragraphs in the Act and there is a principle in every section; you know that?—A. Yes.

Q. And if you have followed this you have found out that the commission is required by law to follow out these principles but they do not always do it, they do not always follow out the principles laid down in the Act. There are very few amendments in the Act, it is nearly perfect, only we find that it is not applied. And then witnesses like yourself come before us and complain about the Act and you do not know either the Act or the regulations. How can you expect them to apply them when you yourselves do not know what you are asking for?

Mr. GREEN: That is absurd.

Mr. FOURNIER: That is a fact, they admit themselves that they do not know the Act, to say nothing of the regulations.

The CHAIRMAN: Mr. Green, you are a gallant knight.

The WITNESS: We do know the Act and the regulations up to a certain point, but there are so many regulations and other things involved that I do not think we should be expected to memorize them all and say off hand section 35 refers to this and section 48 provides that, and so on.

Mr. FOURNIER: No, because you do not want to make this Act operate.

The WITNESS: That comes within the purview of the civil service.

Mr. FOURNIER: And its high official.

The WITNESS: Yes.

Mr. FOURNIER: Our evidence shows rather that they do not follow the principles laid down in the Act. We do not want an amendment to the Act so much as we want them to follow the principles laid down in the Act.

Mr. TOMLINSON: To clear up a point; Mr. Beauchamp, would you tell us now if there is office politics in the service.

The CHAIRMAN: Oh, yes.

Mr. TOMLINSON: That is a fair question, this witness represents the civil servants.

Mr. MULOCK: Isn't Mr. Phelan going to be called?

The WITNESS: If you were to ask me to name any particular individual who was a victim of office politics—

Mr. TOMLINSON: No, no, I do not want that, all I want you to say yes or no; do you consider office politics is played in connection with promotions and reclassifications in the service?

The WITNESS: I would say, to some extent.

*By Mr. Tomlinson:*

Q. To some extent they are; you do not qualify that, you simply say, to some extent?—A. To some extent.

Mr. MCNIVEN: Do you base that statement on rumour, or gossip, or on what do you base it?

The WITNESS: Some member of our organization would come to me and say, for instance, now a certain individual is the best qualified man and should really get the promotion, but for some reason or other his chief probably does not like his personality, or something like that.

*By Mr. Tomlinson:*

Q. What do you mean by that?—A. This man possibly would not stand any chance whatsoever of securing the promotion.

*By Mr. Fournier:*

Q. Because of the fact that his personality was not pleasing?—A. And perhaps objection to the promotion is based on very unsound principles.

*By Mr. Hartigan:*

Q. In other words, personality exercises a greater influence in many cases than knowledge and ability, and the fact that a man is competent?—A. Dr. Hartigan when I use the word "personalities" I mean to say a man's manner, the way he meets the public and so on.

The CHAIRMAN: Do you mean manners, or mannerisms? Gentlemen, now you see.

Mr. HARTIGAN: It comes back again to that question of personality.

Mr. GLEN: Mr. Chairman, if you mention one word about "personality" you are going to leave the chair.

*By the Chairman:*

Q. Will you please define "personality"? What is understood in the service by "personality"; and are there any men or women who take advantage of it to make a good showing?—A. It is no easy thing, Mr. Chairman, to define "personality"; but in a general way it would be the individual's ability to meet the public, to deal with his fellow civil servants and to discharge his duties

[Mr. J. C. Beauchamp.]

as efficiently as he can. Personality must include temperament, a man's ability to get a greater measure of service from those under his direction than others.

The CHAIRMAN: Yes; but Joe Louis has personality; he is a world champion.

*By Mr. Tomlinson:*

Q. Would you say besides "personality"—whatever that may be—would you say that anything else entered into office politics; for instance, sociability?—A. That possibly could enter.

Q. Social connections?—A. Yes, I presume so.

Q. Political connections?—A. I could not say exactly about that.

Mr. GLEN: That would not be personality.

Mr. TOMLINSON: I want to get away from personality.

Mr. GREEN: That would be patronage.

*By Mr. Glen:*

Q. I would like to get this. Let us go back to the record. Don't you think Mr. Beauchamp, that if this committee were to recommend an appeal board that such a board should have a power of revision over the ratings of all the employees within the departments?—A. I am quite satisfied that that would work out satisfactorily.

Q. If there were ratings within the department of all the employees, as has been suggested in this committee, and if an employee were not satisfied with the rating given to him he could take it before such an appeal board; would not that fulfill exactly the functions you have in mind with respect to your national council?—A. Its activities would be confined to a much more restricted field.

Q. May be so, but it would be in closer touch with the employees; do you not think that would be preferable to setting up a body such as you have in mind on which the members would have to be paid?—A. The members would not be paid.

Q. That is what you said; you did not know what the cost of it would be?—A. Not at all, the members of this council would act in a purely voluntary capacity.

*By Mr. Tomlinson:*

Q. What about travelling expenses?—A. That would only be desirable when a representative comes from some place outside of Ottawa, say Fort William. I imagine the representations would have to include staff outside of Ottawa, but for the most part competent representation would be available within easy reach of Ottawa.

*By Mr. Glen:*

Q. Apart from the personnel of that committee, don't you think that the same results would be achieved; namely, that the employees interested would be looked after, if there was an appeal board, and in conjunction with that a rating of all the employees each year would be available to the employees?—A. It would all depend upon what matters were to come under the purview of such a board.

Q. It is really a question of the employees which concerns you, isn't it?—A. Yes, generally.

Q. You want to see the employee get a fair show in the department, that he gets the promotion he is entitled to?—A. Yes.

Q. If there were ratings in the department each year to which the employee could have the right of access, and if he is not satisfied, if an appeal board is formed he could place his case before them; wouldn't that be far better



than having a council such as you speak of?—A. Our idea was that the appeal boards would function under this council.

Q. My objection to this proposal is this; that you are at once in an administrative and advisory capacity; your council would take away from the Civil Service Commission and the government the functions which are properly theirs. That is my interpretation of it.—A. No, sir, our submission—

The CHAIRMAN: I agree with you thoroughly on that, Mr. Glen.

The WITNESS: —our submission in respect to that is—

The CHAIRMAN: They are all crazy, Mr. Beauchamp; in all countries of the world there are brain-trusts, and the brain-trusts are awful in the United States; and I do not see why we should have them here. It has been awful in different countries, and it is the services given by the university heads which are the most dangerous.

*By Mr. Mulock:*

Q. Do you receive complaints that inspectors go into certain offices without consulting the employees, that sometimes they consult with the man in charge and take his word entirely, without investigating the complaints of the employees?—A. That may happen. I presume it does happen—by inspector you mean investigator?

Q. Investigator, yes.—A. The investigator may talk only with the chief of a particular branch. He might not in every case go directly to the employees to get their side of the story.

Q. Is he bound to take the word of the head of the branch against the word of the employees? Is there anything that you know of in the Act which makes it obligatory for him to do so?—A. Well, the normal thing would be to take the word of the man in higher authority; normally that would be the practice, I should say.

Q. Then if there is a difference of opinion it should be investigated very thoroughly?—A. Yes, and I presume that there should be some means of carrying the matter further out of field.

The CHAIRMAN: From the point of view of efficiency what do you think of the work of an investigator who reclassifies 90 employees in 2 hours; and of another one who is more efficient and reclassifies probably 2,000 employees in 4½ hours? Is that possible?

Mr. MACINNIS: What good would his opinion be even if we had it.

The CHAIRMAN: His opinion would be his opinion.

Mr. HARTIGAN: He might give his opinion as an employee.

The CHAIRMAN: No, as president of the Professional Institute of Canada. No man could be president of the Professional Institute without attaining high qualifications, and I agree that Mr. Beauchamp has them.

The WITNESS: Your question, as I see it, is somewhat involved. When speaking of reclassification, you might have a type of reclassification which would not amount to anything—say it does not involve the transferring of a certain number of men from one side to another with consequent increments in salary. An investigator might go into a department and make inquiries as to the nature of the work being performed in relation to the work done there, and I presume his finding would be based on his survey. The investigation of a department might sometimes be very much of a routine character. On the other hand, perhaps it is with some definite object in view, that the Treasury Board will agree that a certain number of employees in a particular branch are unquestionably under classified.

Mr. BROOKS: That would be a matter of reclassification.

The WITNESS: Exactly; there is no individual reclassification now, as I understand it.

[Mr. J. C. Beauchamp.]

*By the Chairman:*

Q. Do you not admit that in order to promote confidence among civil servants in the civil service it is important to see that every individual complaint shall be looked into and decided upon, either affirmatively or negatively, and if negatively with reasons for the "no"?—A. Yes.

Q. Is it not important from your view point that these cases shall be dealt with by the men who are the most familiar with each case and the surroundings affecting it?—A. Yes.

Q. Then why would not the departmental appeal boards—I mean boards in each department—satisfy you in that respect? Just a minute; if to that board are added a couple of officials from two other departments?—A. To whom would this appeal board report its findings, the department or the Treasury Board?

Q. It would report either to the deputy head or the minister; to one of the heads, or to the commission; on the other hand it might report to both. I cannot say anything, unless we have set our minds on it. In such a way the minister would have not only the viewpoint of the chief of the employees but he would have also the opinion of the independent men coming from the outside and appointed by him to help him decide on that case.—A. That machinery would undoubtedly be very helpful; extremely helpful, I should think.

Mr. HARTIGAN: In other words, this board would report to the responsible head in the administration of the civil service?

The CHAIRMAN: The responsible head must be the minister, not the Treasury Board—I mean the Comptroller of the Treasury.

Mr. HARTIGAN: No. That is why I say the responsible head of the civil service.

*By Mr. Green:*

Q. What you have in mind in your proposal with respect to a national civil service council is set out in the last paragraph of your section 2 at the top of page 4:—

We would expect that with such a council operating, all proposed measures designed to affect the conditions of employment of civil servants would be referred to the council for study and report.

If the appeal board were given that power, would you be satisfied?—A. Well, providing, Mr. Green, that such an appeal board could function as satisfactorily as a national civil service council and would have behind it the authority—

*By Mr. Tomlinson:*

Q. In your own opinion, would you not say it would be a good idea to try the appeal board first?—A. I presume it could be experimented with.

Q. Yes, experimented with.—A. To see if it could function satisfactorily.

*By the Chairman:*

Q. Now, Mr. Beauchamp, just before we conclude this sitting—we will sit to-morrow morning at eleven o'clock—I have one question to ask you, and I would like to have a definite answer one way or another to that question. Here in this committee the suggestion has been made that it would be a very good thing for the civil service at large to have open ratings, open marks, in each branch?—A. Yes.

Q. That suggestion was made for two reasons; first, because they should be drafted with great care; to indicate neatness in the person, neatness in the work, assiduity and progress and so on.—A. Yes.

Q. It will have, according to many people, two beneficial effects.—A. Yes.

Q. The first one would be that it will give an opportunity to the employee to improve his work?—A. Yes.

Q. And in the second place, it would prevent patronage, office politics, to a certain degree, by allowing those in the branch to see the marks given to any one in the branch. Would you agree to that?—A. Yes. Mr. Chairman, I read the evidence that related to this question, and I was just asking myself at the time I was reading it how far you wanted to carry the publicity or whatever you call it.

Q. Within the branch only.—A. Yes.

Q. Because it concerns only those who are interested in the same work.—A. Yes.

Mr. FOURNIER: Within the unit.

The CHAIRMAN: Or perhaps within the unit. It all depends. The unit should be defined.

Mr. TOMLINSON: Yes. There is sometimes a transfer.

*By the Chairman:*

Q. Now, there is another question, Mr. Beauchamp. Is it not within your knowledge that the position of a man in the service is reclassified by the investigation branch inasmuch as a man in the service has such a number of employees under him; and if a man, for instance, works very hard during the day and part of his evening to do some work with one stenographer, he would have less chance of advancement than if he had a staff of twenty? Is that not within your knowledge?—A. Well, I could not say that it is within my knowledge, Mr. Chairman; but if you have there seven or eight men within a certain salary range, let us say from \$2,000 to \$3,000, you get some men within that salary range who probably are working harder than the others, because of certain aptitudes for a certain kind of work.

Q. It comes from the fact that each case has to be investigated individually.—A. Well, each case is supposed to be investigated individually; but no man within that range is likely to be reclassified individually, even though he might be doing more intricate and more involved work than those working in the next office and within the same unit, because they are all within the same salary range structure.

Q. And at times, to your knowledge there are some men who do not do the work and who are better paid than those who do the work for them?—A. Well, I am told—

Q. And that applies to men and women.—A. —that such a condition does obtain in some instances in the service. I perhaps have no personal knowledge of it, but I have heard it said.

The CHAIRMAN: We will sit again to-morrow morning.

*By Mr. Tomlinson:*

Q. I would like to ask you one question, Mr. Beauchamp. Have you any complaints of married women being in the service, whether under their maiden names or otherwise?—A. Well, Mr. Tomlinson, we have very few in the professional service—there are very few women employed, compared to men, in the professional services, and we have never dealt with that phase of public administration.

Q. Will you be on the stand in the morning?—A. I believe so.

Q. That is all right.

The CHAIRMAN: Will you please come here to-morrow morning at eleven o'clock, gentlemen?

The committee adjourned at 1.05 p.m., to meet again on Wednesday, June 22, at eleven a.m.



## APPENDIX No. 1

CLASSIFICATION OF DISABILITIES IN THE CASE OF A SINGLE MAN—INDICATING THE VARIOUS CLASSES AND THE RATES FOR EACH PARTICULAR CLASS UP TO AND INCLUDING SUB-LIEUTENANT (NAVAL) AND LIEUTENANT (MILITARY).

The disability pension table is made up of 20 classes of 5 per cent each, i.e., 1 per cent to 5 per cent—6 per cent to 10 per cent—11 per cent to 15 per cent, and right on to the maximum which is 96 to 100 per cent.

Each 5 per cent represents, in the case of a single man, \$3.75 per month, and these same amounts apply in the case of all ranks or ratings up to and including sub-lieutenant (Naval) and lieutenant (Military)—for example:—

Class	Disability	Per month
20	5% . . . . .	\$ 3 75
19	10% . . . . .	7 50
18	15% . . . . .	11 25
17	20% . . . . .	15 00
16	25% . . . . .	18 75
15	30% . . . . .	22 50
14	35% . . . . .	26 25
13	40% . . . . .	30 00
12	45% . . . . .	33 75
11	50% . . . . .	37 50
10	55% . . . . .	41 25
9	60% . . . . .	45 00
8	65% . . . . .	48 75
7	70% . . . . .	52 50
6	75% . . . . .	56 25
5	80% . . . . .	60 00
4	85% . . . . .	63 75
3	90% . . . . .	67 50
2	95% . . . . .	71 25
1	100% . . . . .	75 00

In the case of a married man without children the rate is increased so that the monthly rate is actually one dollar per month for each percentage of disability, i.e., 5 per cent disability equals \$5 per month. 10 per cent disability, \$10 per month. 50 per cent disability \$50 per month. 100 per cent disability \$100 per month.

In the case of children born prior to May 1, 1933 (children born subsequent to this date are not pensionable) additional pension is paid as follows:—

Class	Disability	One child	Two children	Each subsequent child Per month
20	5% . . . . .	\$ 75	\$ 1 50	\$ 50
19	10% . . . . .	1 50	3 00	1 00
18	15% . . . . .	2 25	4 50	1 50
17	20% . . . . .	3 00	6 00	2 00
16	25% . . . . .	3 75	7 50	2 50
15	30% . . . . .	4 50	9 00	3 00
14	35% . . . . .	5 25	10 50	3 50
13	40% . . . . .	6 00	12 00	4 00
12	45% . . . . .	6 75	13 25	4 50
11	50% . . . . .	7 50	14 50	5 00
10	55% . . . . .	8 25	15 75	5 50
9	60% . . . . .	9 00	17 00	6 00
8	65% . . . . .	9 75	18 25	6 50
7	70% . . . . .	10 50	19 50	7 00
6	75% . . . . .	11 25	20 75	7 50
5	80% . . . . .	12 00	22 00	8 00
4	85% . . . . .	12 75	23 25	8 50
3	90% . . . . .	13 50	24 50	9 00
2	95% . . . . .	14 25	25 75	9 50
1	100% . . . . .	15 00	27 00	10 00

APPENDIX No. 2.

Attached are the summaries of information for the years 1936, 1937 and 1938 to June 1st, concerning the number of reclassifications requested; the number of reclassifications approved and the total number of positions in the units. Unit surveys were not undertaken until after May 26th, 1936 (copy of Treasury Board Minute under).

In the column "Reclassifications approved" please note that the figures in brackets under the number approved e.g., 20 (8 mod) means that 8 out of the 20 reclassifications requested were modified.

- Mod—modification of requested reclassification.
- Down—downward reclassification from former class.
- Down deferred—downward reclassification from former class to take place when present incumbent of position vacates or retired.
- O—No changes in classification. Some other action has taken place, e.g., creation of new position; abolition of position; re-creation of an abolished position.

Seven additional post offices are included in the 1937 list not shown before. Of these six show no reclassifications requested or approved. In each case the only action was re-creation of a former abolished position; creation of a new position, or abolition of a position no longer required. These were omitted from the first list because they did not contain any reclassifications.

All work in hand has been included in the 1938 statement.

SUMMARY

	Reclass'ns requested	Reclass'ns approved	Positions in units
1936.. . . . .	170	154	2,673
1937.. . . . .	1,712	1,526	15,387
1938 to June 1.. . . . .	755	491	7,295

EXTRACT from the minutes of a meeting of the Honourable the Treasury Board,  
held at Ottawa, on the Twenty-Sixth day of.....May.....1936.

E.H.  
T. 162930 B.

Treasury Board

The Board had under consideration the current procedure under which compensation of Government employees is reviewed by the Civil Service Commission, usually in respect of individual positions on applications from the departments concerned.

In their opinion, the procedure contemplated by the terms of the Civil Service Act, namely, periodic review by units of the Public Service, is a more practicable and impartial method of dealing with compensations. They direct, accordingly, that the following regulation be given immediate effect:—

REGULATION

Recommendations affecting the compensation of positions under the Civil Service Act, whether by re-classification or other means, will be considered by the Treasury Board when submitted by the Civil Service

Commission in connection with a report on the organization and staff of a department or branch of the Public Service, as prescribed by Section 4 (e) of the Civil Service Act, but not otherwise.

The first of such reports on each unit shall be made by the Commission as soon as practicable, but no further submission on any such unit, or individual within it, shall be made until the lapse of at least one year.

(SGD) W. C. RONSON,  
*For Secretary.*



## UNIT SURVEYS—1936

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
<i>Agriculture</i>							
GTJ	Exp. Farms Br. Illust. Sta- tions.	5	5	17	2- 9-36	7-10-36	8-10-36
GTJ	Lennoxville, P.Q., Exp. Sta- tion.	2	(2nd Mod.) 2	14	31- 8-36	5-11-36	7-11-36
GTJ	Departmental Library.....	3	3	5	1-5-36	7- 7-36	14- 7-36
GTJ	Fruit Branch.....	3	(2nd Mod.) 1 and 2 down	405	9- 4-36	18- 5-36	19- 5-36
<i>Archives</i>							
	Outside of Ottawa.....	2	1 (1 Mod.)	15	22-10-36	2-11-36	12-11-36
<i>Finance</i>							
WBC	Assay Office, Vancouver, B.C. Note <i>re</i> delays. Depart- mental Recommendations not received till 22-3-37. Draft report sent to Master of Mint 28-9-37. Discussions ensued. Report to Commissioners 21-10-37, Report to Council 6-12-37. Changes requested by Department. Amended report to Commissioners 11-1-38. Re-submitted to Council 4-2-38.	1	1	9	3-12-36	21-10-37	4- 2-38
<i>Finance-Treasury</i>							
	Office of the Comptroller of the Treasury.	50	32	980	Dec. 1935	14- 1-36	23- 1-36
WBC	<i>Fisheries</i>	0	5 (1 Mod.) (2 down)	66	23- 7-36	30-11-36	2-12-36
	All units in Ottawa.						
<i>Justice</i>							
CRM	Administration Branch.....			15	16- 8-35	19- 3-36	Did not go to Council
<i>Labour</i>							
THH	Annuities Branch.....	8	8	43	25- 5-36	9- 9-36	17- 9-36
<i>Marine</i>							
NRB	Radio Licence Section..... Note—No recommenda- tions made by Dept. Investi- gation made and report in writing submitted to Depart- ment <i>re</i> recommended pro- cedure for issuing radio Li- cences.				24- 7-35	9-12-35	20- 1-36
<i>National Defence</i>							
WBC	Civil Aviation Branch..... Note—General review of staff.	0	4 (1 down)	63	30- 4-36	18- 6-36	19- 6-36
<i>Post Office</i>							
GTJ	Hamilton, Ont.....	35	35	131	14- 8-36	7-12-36	8-12-36
GTJ	Windsor, Ont.....	12	12	131	14- 8-36	7-12-36	8-12-36
GTJ	Glac Bay, N.S.....	3	5	20	21- 8-36	3-12-36	5-12-36
GTJ	Perth, Ont.....	0	0	7	24- 8-36	22-12-36	23-12-36
		124	116	1,921			

## CIVIL SERVICE ACT

1321

## UNIT SURVEYS—1936—Concluded

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Post Office—Concluded</i>						
GTJ	Thetford Mines, P.Q.....	1	1	13	9- 7-36	3-12-36	5-12-36
GTJ	Fort William, Ont.....	5	5	41	29- 8-36	22-12-36	23-12-36
GTJ	Amalgamation of Staff and Publicity and Secretary's Branch.	15	7	57	5- 9-35	17- 6-36	25- 6-36
GTJ	Portage la Prairie, Man.....	1	1	11	8- 7-36	13- 8-36	15- 8-36
GTJ	Equipment and Supply Branch.	2	2	56	7- 3-36	24- 8-36	2- 9-36
GTJ	North Battleford, Sask.....	2	2	27	8- 7-36	3-10-36	6-10-36
GTJ	Sault Ste. Marie, Ont.....	3	3	31	8- 7-36	9-10-36	10-10-36
GTJ	Prince Albert, Sask.....	2	2	27	30- 6-36	22-10-36	23-10-36
GTJ	Lethbridge, Alta.....	2	2	35	4- 7-36	19-11-36	21-11-36
GTJ	Medicine Hat, Alta.....	3	3	33	30- 6-36	2-12-36	4-12-36
	<i>Public Printing and Stationery</i>						
GHG	Organization of Staff of Plant	9	9	400	23-11-35	24- 1-36	6- 2-36
	<i>Trade and Commerce</i>						
CRM	Exhibitions Branch.....	1	1	21	12-10-35	24-11-36	26-11-36
		46	38	752			
	Grand total.....	124	116	1,921			
		170	154	2,673			

UNIT SURVEYS  
1937

	<i>Agriculture</i>						
GTJ	Division of Bacteriology, Ex- perimental Farms Branch.	5	7	9	15- 9-36	1- 9-37	3- 9-37
GTJ	Cereal Division, Experiment- al Farms Branch.	13	11 (3 mod.)	50	17-11-36	21-10-37	26-10-37
GTJ	Economics Branch.....	15	12 (4 mod.)	29	19- 1-37	20- 5-37	22- 5-37
GTJ	Morden, Man., Experimental Station.	6	4 (3 mod.)	49	5- 3-37	24- 8-37	25- 8-37
GTJ	Kentville, N.S., Experiment- al Station.	5	2	40	8- 2-37	24- 8-37	25- 8-37
GTJ	Poultry Division, Experi- mental Farms Branch.	13	7 (6 mod.)	27	28- 5-37	4- 9-37	4- 9-37
GTJ	Administrative Branch.....	9	9 (1 mod.)	42	3- 2-37	2- 7-37	2- 7-37
GTJ	Agassiz, B.C., Experimental Farm.	1	1	19	16- 2-37	8- 4-37	10- 4-37
GTJ	Dairy and Cold Storage Branch.	17	9 (2 mod.)	111	25- 2-37	14-10-37	13-10-37
GTJ	Brandon, Man., Experimental Station.	5	(1 mod.)	35	3- 3-37	18- 8-37	18- 8-37
GTJ	Seed Branch.....	41	32 (6 mod.) (8 down)	246	16- 3-37	26- 5-37	28- 5-37
GTJ	Live Stock and Live Stock Products Div. of the Agri- cultural Marketing Branch.	9	9 (2 mod.)	171	30-12-36	22 -5-37	21- 5-37
GTJ	Lethbridge, Alta., Experi- mental Station.	1	1	40	26- 5-37	17- 8-37	18- 8-37
GTJ	L'Assomption, P.Q., Experi- mental Station.	3	3 (1 mod.)	23	2- 6-37	18- 8-37	18- 8-37
GTJ	Horticultural Div., Experi- mental Farms Branch.	15	12 (8 mod.)	71	24- 8-37	9-11-37	12-11-37
GTJ	Animal Pathological Div., Science Serv.	24	14 (5 mod.)	76	8- 7-37	1-10-37	2-10-37
GTJ	Health of Animals Branch...	134	123 (1 mod.) (2 abol.)	650	24- 8-37	1-10-37	2-10-37
		316	257	1,688			

## UNIT SURVEYS—1937—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
GTJ	Fr. and Veg. Prod. Division Marketing Ser.	23	18 (6 mod.) (3 down)	504	3- 5-37	27-10-37	28-10-37
GTJ	Nappan, N.S. Exp. Station..	2	3	27	15- 5-37	30-10-37	2-11-37
GTJ	L.S. and Poultry Division, Prod. Serv., L.S. Branch,	34	24 (12 mod.)	204	23- 1-36	9-12-37	14-12-37
GTJ	Forest Nursery Stn., Suther- land, Sask.	1	1	24	24- 9-37	17-11-37	19-11-37
GTJ	Swift Current Exp. Station..			40	21-12-37	No action	
GTJ	Forage Crops Division.....	9	7 (2 mod.)	55	8- 4-37	27- 9-37	29- 9-37
	<i>Archives</i>						
WBC	Ottawa Office.....				27- 9-37	Action suspended at request of new Dominion Archivist	
	<i>Auditor General</i>						
NRB	Aud. Gen. Office.....	48	48 (2 mod.)	214	1- 3-37	19-11-37	26-11-37
	<i>Civil Service Commission</i>						
GHG & GTJ	Civil Service Comm.....	19	11	176	14- 2-36	16- 9-36	20- 3-37
	<i>External Affairs</i>						
WBC	High Commissioner.....	1	1	1	14-10-37	9-11-37	10-11-37
WBC	Acct. Staff.....	1	1	7	1- 2-37	2-11-37	6-11-37
	<i>Finance</i>						
NRB	Acct. Branch.....	12	12	54	2- 4-37	16- 9-37	28- 9-37
WBC	Royal Can. Mint.....	27	15 (4 mod.) (1 down) (3 def. down)	105	5-12-36	12-11-37	6-12-37
NRB	Comptroller of the Treasury.	91	91	987	30-12-36	17- 4-37	17- 4-37
NRB	Salvage Division.....	0	0	7	1- 9-37	27- 9-37	29- 9-37
GHG	Admin. Branch.....	5	5	33	28-12-36	23- 2-37	5- 3-37
		273	237	2,438			
	<i>Insurance</i>						
WBC	Department of Insurance.....	13	13 (2 mod.)	50	1-10-36	19- 1-37	23- 1-37
	<i>Justice</i>						
THH	Supreme Court.....	1	1	21	24-10-36	6- 1-37	11- 1-37
THH	Clemency Branch.....	1	1	15	21-12-36	5- 3-37	8- 3-37
THH	Purchasing Agent's Branch...	1	1	6	18-12-36	16- 2-37	17- 2-37
THH	Exchequer Court.....	1	1	10	5-11-36	16- 3-37	17- 3-37
	<i>Library of Parliament</i>						
THH	Library of Parliament.....	2	1	15	15- 1-37	2- 2-37	4- 2-37
	<i>National Defence</i>						
CVP	Dominion Arsenal, Quebec...	4	4	21	13- 1-37	4- 6-37	17- 6-37
WBC	Royal Canadian Air Force...				25- 1-37	To be investigated.	
WBC	Chief of General Staff Branch	8	8 (1 down 1 upward)	54	30- 1-37		
WBC	Quartermaster General's Branch.	4	4	17	30- 1-37	7- 6-37	17- 6-37
WBC	Naval Service Branch.....				15-10-37	(in progress)	
WBC	Master General of the Ord- nance Branch.	1	1	13	1- 3-37	19- 6-37	23- 6-37
WBC	Adjutant General's Branch, (including Records Br.)	12	12 (8 down)	32	6- 6-37	5- 7-37	7- 7-37



## CIVIL SERVICE ACT

1323

## UNIT SURVEYS—1937—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>National Defence—Conc.</i>						
WBC	Printing and Stationery Divi- sion, Administrative Br'ch.	3	3 (3 down)	18	31- 3-37	19- 7-37	23- 7-37
WBC	Central Registry.....	13	8 (2 down)	45	2- 9-37	27- 9-37	29- 9-37
CVP	Military District No. 5.....	7	7 (1 mod.)	28	13- 1-37	4- 6-37	17- 6-37
	<i>National Revenue</i>						
GHG	Port of Victoria, B.C.....	3	3	50	3- 2-37	16- 4-37	20- 4-37
GHG	Headquarters Staff (exclusive of Tariff Values and Excise Tax Collection Branches).	97	87 (2 mod.)	315	27- 5-36	12- 3-37	18- 3-37
GHG	Port of Calgary, Alta.....	1	1	40	9-10-37	7- 1-37	9- 1-37
		172	156	750			
GHG	Port of Kitchener and Out- port of Waterloo, Ont.	3	3	25	11- 8-37	16- 9-37	20- 9-37
GHG	Port of New Westminster (Outport of Pacific High- way).	0	0	19	25- 8-37	30-10-37	2-11-37
GHG	Excise Tax Branch.....				11- 9-37	(in progress)	
GHG	Inspection Service.....				29-11-37	(in progress)	
	<i>Pensions and National Health</i>						
CRM & THH	Civil Service Medical Exam- ination Division of the Health Branch.	1	1	4	21-10-36	30- 1-37	No change 27- 2-37
CRM & THH	Narcotics Branch.....	5	5	20	21-10-36	30- 1-37	No change 27- 2-37
CRM & THH	Central Registry Division of the Health Branch.	0	0	10	21-10-36	30- 1-37	No change
CRM & THH	Proprietary or Patent Medi- cine Branch of the Health Division.	1	1	9	21-10-36	30- 1-37	No chan 27- 2-37
CRM & THH	Quarantine, Immigration and Marine Division of the Health Branch.	1	1	129	21-10-36	13- 2-37	No change 27- 3-37
CRM & THH	Public Health Engineering Division, Health Branch.	1	1	9	21-10-36	30- 3-37	27- 3-37
CRM & THH	Foods and Drugs Laboratory of the Health Branch.	6	6 (5 mod.)	63	21-10-36	30- 3-37	27- 3-37
CRM & THH	Immigration Services of the Health Branch (Outside Ottawa).	5	5	35	21-10-36	30- 3-37	27- 3-37
CRM & THH	Laboratory of Hygiene, Health Branch.	8	8 (1 down)	14	21-10-36	30- 3-37	30- 3-37
CRM & THH	Administrative Division.....	3	3	26	21-10-36	30- 1-37	27- 2-37
CRM & THH	Stenographic Pool of the Gen- eral Administration Divi- sion of the Pensions Branch.	4	4	30	21-10-36	30- 1-37	27- 2-37
CRM & THH	Purchasing and Stores Divi- sion.	8	8 (2 mod.)	32	21-10-36	30- 1-37	27- 2-37
CRM & THH	Central Registry, Pensions Branch.	2	2	88	21-10-36	30- 1-37	27- 2-37
		48	48	513			

## UNIT SURVEYS—1937—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Pensions and National Health—Continued</i>						
CRM & THH THH	Treatment Branch.....	2	2	30	21-10-36	30- 1-37	27- 2-37
THH	Pensions Appeal Court.....	0	0	7	21-11-36	30- 1-37	27- 2-37
THH	Engineering Division of the Pensions Branch.	1	1	6	21-10-36	13- 2-37	27- 2-37
THH	Office of the Minister.....	2	2	5	21-10-36	13- 2-37	27- 2-37
THH	War Veterans' Allowance Branch.	4	4	25	21-10-36	13- 2-37	27- 2-37
THH	Secretary's Office.....	0	0	5	21-10-36	13- 2-37	27- 2-37
THH	Vancouver District Office of the Pensions Branch in- cluding the local office of the Canadian Pension Com- mission.	5	5	165	21-10-36	11- 2-37	27- 2-37
THH	Calgary District Office of the Pensions Branch including local office of the C.P.C.	2	2	100	21-10-36	12- 2-37	27- 2-37
THH	Regina District Office of the Pensions Branch including the local office of the C.P.C.	1	1	52	21-10-36	11- 2-37	27- 2-37
THH	Winnipeg District Office Pen- sions Branch, including the local office of the C.P.C.	2	2	137	21-10-36	11- 2-37	27- 2-37
THH	Montreal District Office of Pensions Branch, including the local office of the C.P.C. and Ste. Anne's Hospital, Ste. Anne de Bellevue, P.Q.	5	5	257	21-10-36	11- 2-37	27- 2-37
THH	Toronto District Office of the Pensions Branch, including the local office of the C.P.C.	14	14	417	21-10-36	13- 2-37	27- 2-37
THH	St. John District Office of the Pensions Branch, including the local office of the C.P.C.	1	(3 mod.) 1	45	21-10-36	11- 2-37	27- 2-37
THH	Ottawa District Office of the Pensions Branch, including the local office of the C.P.C.	1	1	56	21-10-36	11- 2-37	27- 2-37
		40	40	1,307			
CRM & THH	Halifax District Office of the Pensions Br., including the local office of the C.P.C.	1	1	100	21-10-36	11- 2-37	27- 2-37
CRM & THH	London District Office of the Pensions Br., including the local office of the C.P.C.	7	5	255	21-10-36	12- 2-37	27- 2-37
CRM & THH	Canadian Pension Commis- sion.	3	3	108	21-10-36	30- 1-37	27- 2-37
	<i>Post Office</i>						
GTJ & FVK	Winnipeg Post Office.....	41	41	542	14- 9-36	22- 1-37	25- 1-37
GTJ & FVK	Toronto Potal Dist. Office...	17	17	1,872	20-10-36	1- 2-37	18- 2-37
GTJ & FVK	Inspection Div., Postal Ser- vice Branch.	6	6	48	31- 3-37	9-11-37	12-11-37
NRB	Financial Br. (Q.B. letter)....				13- 5-37	(4 reports completed, 2 on hand)	—2 com- pleted, 2 on hand
GTJ & FVK	Fort William.....	6	6	41	8- 7-37	22-12-37	23-12-37
GTJ & FVK	North Battleford Post Office.	1	1	15	25- 5-37	7- 7-37	10- 7-37
FVK	Equipment and Supply Br....	5	5	57	27- 7-37	15-10-37	19-10-37
GTJ & FVK	Regina Post Office.....	14	14	(1 down) 232	31- 8-36	14- 1-37	15- 1-37
	2nd report.....	1	1		2- 7-37	25- 8-37	31- 8-37

## CIVIL SERVICE ACT

1325

## UNIT SURVEYS—1937—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Post Office—Continued</i>						
GTJ & FVK	Pembroke Post Office.....	1	1	14	13- 7-37	25- 8-37	31- 8-37
GTJ & FVK	Moose Jaw Post Office.....	6	6	80	14- 8-36	15- 1-37	19- 1-37
GTJ & FVK	Halifax Post Office.....	7	7	136	20- 8-36	7- 1-37	9- 1-37
GTJ & FVK	Vancouver, B.C., Post Office.	116	114	3,500			
GTJ & FVK	Calgary Post Office.....	20	20	514	31- 8-36	15- 1-37	19- 1-37
GTJ & FVK	Levis Post Office.....	20	20	356	8- 8-36	7- 1-37	9- 1-37
GTJ & FVK	2nd report.....	1	1	22	29- 8-36	6- 1-37	7- 1-37
GTJ & FVK	Vancouver Postal Dist. Office	2	2		28- 8-37	9- 9-37	13- 9-37
GTJ & FVK	Thetford Mines Post Office..	28- 8-37			In progress		
GTJ & FVK	Fredericton.....	1	1	13	22- 9-37	13-11-37	16-11-37
GTJ & FVK	Galt.....	0	0	26	22- 3-37	27- 5-37	31- 5-37
GTJ & FVK	London.....	0	0	28	19- 5-37	14- 6-37	16- 6-37
GTJ & FVK	St. Catharines.....	0	0	158	19- 4-37	28- 7-37	29- 7-37
GTJ & FVK	Stratford.....	0	0	47	23- 6-37	23- 8-37	Not sub- mitted.
GTJ & FVK	Windsor.....	0	0	33	8- 7-37	23- 8-37	27- 8-37
GTJ & FVK		0	0	131	7- 7-37	21- 7-37	24- 7-37
		44	44	1,328			
GTJ & FVK	Brandon Post Office.....	1	1	39	24- 9-37	1-11-37	3-11-37
GTJ & FVK	Kirkland Lake Post Office...	0	0	10	22-10-37	9-11-37	12-11-37
GTJ & FVK	Niagara Falls Post Office....	0	0	45	30-10-37	17-11-37	19-11-37
GTJ & FVK	Edmonton Postal District Office.	0	0	38	26-11-37	23-12-37	28-12-37
GTJ & FVK	Post Office, Service Division, Postal Service Br.	6	6 (2 mod.)	64	4- 7-35	11- 3-37	12- 3-37
GTJ & FVK	Railway Mail Service Divi- sion, Postal Service Branch.	4	1	26	3-11-36	24- 3-37	22- 9-37
NRB	Financial Section, Toronto Post Office.	20	20	59	14- 4-37	2-11-37	6-11-37
GTJ & FVK	Sudbury Post Office.....	3	3	38	10- 5-37	27- 5-37	31- 5-37
GTJ & FVK	Prince Albert Post Office.....	0	0	31	27- 3-37	6- 7-37	18- 8-37
GTJ & FVK	Saskatoon Post Office, 2nd report.	16	16	121	12- 8-36	14- 1-37	15- 1-37
GTJ & FVK	Hull Post Office.....	2	1		5- 5-37	15-10-37	19-10-37
GTJ & FVK	North Bay Postal District Office.	1	1	25	16- 9-37	15-11-37	18-11-37
GTJ & FVK	North Bay Post Office.....	1	1	59	20- 9-37	9-12-37	13-12-37
GTJ & FVK	Edmonton Post Office.....	1	1	32	15-11-37	13-12-37	13-12-37
GTJ & FVK	Kenora Post Office.....	20	20	216	30- 9-36	7- 1-37	9- 1-37
GTJ & FVK		0	0	5	15-10-37	17-12-37	21-12-37
GTJ & FVK		0	0			18-12-37	21-12-37



## UNIT SURVEYS—1937—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Post Office—Continued</i>						
GTJ & FVK	Hamilton Post Office.....	1	1	265	28- 5-37	25- 8-37	31- 8-37
GTJ & FVK	Welland Post Office.....	1	1	16	15- 7-37	4- 9-37	7- 9-37
	<i>Public Printing and Stationery Stationery and Purchasing Branches:</i>						
GHG	Stationery Branch.....	12	6	41	12- 7-37	23- 9-37	20- 9-37
GHG	Purchasing Branch.....	2	2	18	24- 2-37		20- 9-37
	<i>Printing Branch:</i>						
	Stores Division.....	1	1	17	9-12-36	6- 1-37	28- 1-37
	<i>Public Works (1938 Surveys)</i>						
CRM	Ch. Arch.....	3		81	17- 2-38	(Inv. reports complete: not yet written)	
CRM	Ch. Engr.....	14		68	8-12-37		
		109	82	1,314			
	<i>Public Works</i>						
CRM	National Gallery of Canada.	8	7 ‡(3 mod.)	15	29-10-36	21- 4-37	20- 4-37
CRM	District Chief Engineer's Branch.				5- 2-37	In progress	
CRM	Administrative Branch.....	5	5	73	15-12-36	25- 3-37	30- 3-37
CRM	Chief Architect's Branch.....	25	25	85	26-12-35	27- 3-37	27- 3-37
WBC	Gov't Telegraph Service.....	110	110	133	24-11-36	24- 6-37	28- 6-37
THH	Chief Architect, Dominion Bldgs., Ottawa—Office Staff.	0	‡(49 down) 0	24	29- 5-37	16-12-37	20-12-37
	<i>Royal Canadian Mounted Police</i>						
CRM	C. S. Personnel.....	7	7	47	3- 9-36	27- 1-37	28- 1-37
	<i>Secretary of State</i>						
THH	Administration Branch.....	3	1	11	5- 2-37	31- 3-37	31- 3-37
THH	Companies Branch.....	1	1	26	3- 1-37	31- 3-37	31- 3-37
THH	Naturalization Branch.....	1	1	41	11- 2-37	31- 3-37	31- 3-37
THH	Patent and Copyright Office.	14	‡(mod.) 1	99	29- 1-37	31- 3-37	31- 3-37
THH	Registrar's Branch.....	2	2	11	1- 2-37	31- 3-37	31- 3-37
THH	Remission Branch.....	0	0	6	3- 1-37	31- 3-37	31- 3-37
THH	Bureau for Translations.....	10	10	93	15- 1-37	31- 3-37	31- 3-37
	<i>Trade and Commerce</i>						
WBC	Board of Grain Commis- sioners.	71	69 ‡(2 mod. 42 down)	150	1-10-36	15- 1-37	25- 1-37
WBC	Operating Staff, Board of Grain Commissioners.	88	88 ‡(46 down)	656	30- 9-36	28- 5-37	10- 6-37
CRM & THH	Motion Picture Bureau.....	8	7 ‡(1 mod.)	25	10-10-35	10-12-36 Re-sub- mitted	{ 22-12-36 7- 1-37
		353	334	1,495			

## CIVIL SERVICE ACT

1327

## UNIT SURVEYS—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Trade and Commerce—Con.</i>						
CRM & THH	Commercial Intelligence Ser- vice—Trade Commission- ers.				8- 6-37	(In progress)	
CRM & THH	Commercial Intelligence Ser- vice—Outside Ottawa.				9- 8-37	(In progress)	
THH	Translation Branch.....	1	1	2	30- 1-37	26- 2-37	1- 3-37
NRB	Dominion Bureau of Statistics			500	Winter 1936	3- 9-37	14- 9-37
	1st report.....	27	27				
	2nd report.....	69	56				
	<i>Transport</i>						
GHG	Nautical Division.....	4	4	13	8- 1-37	7- 6-37	8- 6-37
GHG	Steamship Inspection Branch, Marine Services.....	2	2	10	27- 1-37	1- 5-37	3- 5-37
GHG	Air Services Branch, Radio Section.	75	66 *(1 mod.)	376	17- 2-37	30- 7-37	29- 7-37
WBC	Air Services Branch, Civil Aviation Section.	0	0		17- 2-37	No change	recorded
GHG	Air Services Branch, Meteoro- logical Section.	36	36	86	17- 2-37	9- 7-37	21- 7-37
GHG	Deputy Minister's Staff.....	3	3	5	17- 3-37	18- 9-37	20- 9-37
GHG	Personnel Branch.....	7	4	10	8- 9-37	6-11-37	9-11-37
GHG	Aids to Navigation Branch..	8	7 *(1 mod.)	27	18-12-36	10- 3-37	12- 3-37
GHG	Pilotage Branch.....	3	3	3	10-12-36 28- 5-37	6- 7-37	9- 7-37
WBC	Canadian Travel Bureau.....	5	4 *(3 mod.)	16	16- 4-36	10-12-36	26- 1-37
GHG	Minister's Office.....	1	1	6	17- 3-37	18- 9-37	20- 9-37
		241	214	1,054			
	Grand Total.....	1,712	1,526	15,387			
	<i>Agriculture</i>						
GTJ	Chemistry Div.....	17	17 (11 mod.)	37	18- 8-37	31- 1-38	3- 2-38
GTJ	Kapuskasing Exp. Station....	2	2	41	25-11-37	11- 2-38	14- 2-38
GTJ	Botany Div.....	78	38 (21 mod.)	156	30- 8-37	10- 3-38	10- 3-38
GTJ	Charlottetown Exp. Station..	2	2 (1 down)	29	28-12-37	18- 3-38	22- 3-38
FVK	Publicity and Extension Br..	11	7 (1 mod.)	52	29-11-37	11- 4-38	7- 4-38
GTJ	Marketing Ser.....	5	5	38	6-12-37	11- 4-38	20- 5-38
GTJ	Lethbridge Exp. Station.....				22- 2-38	on hand	
GTJ	Summerland Exp. Station.....				13- 4-38	on hand	
GTJ	Amalgamation of Foreign Pests Suppression Div., Entomological Br. and Seed Potato Certificate Staff, Botany Div.	127	86 (47 mod.)	142	9- 9-37	8- 3-38	8- 3-38
GTJ	Entomological Div. Agr. Science Service.	116	80 (37 mod.)	177	9- 9-37	7- 3-38	7- 3-38
	<i>Finance—Treasury</i>						
NRB	Transport Div.....	17	17	86	Jan. '38	18- 3-38	22- 3-38
NRB	National Harbours Bd.....	8	6	9	14- 9-37	31- 1-38	29- 3-38
	East Block Div. (This is not a unit survey.)				Jan. '38	18- 3-38	22- 3-38
NRB	Nat. Defence Div. General re-org.			69	14- 9-37	9- 2-38	25- 2-38
	Nat. Research Council Div. (This is not a unit survey.)				Jan. '38	18- 3-38	22- 3-38
NRB	Mines and Resources Div....	11	11 (4 mod.)	110	4-11-37	1- 4-38	2- 5-38

SPECIAL COMMITTEE

UNIT SURVEYS—1937—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Fisheries</i>						
WBC	Eastern Div.....	2	0	667	23- 7-37	20- 4-38	22- 4-38
WBC	Western Div. (Yet to be done—projected for this summer.)						
	<i>Insurance</i>						
WBC	Examination of Companies Br.	1	1	10	8-12-37	25- 2-38	28- 2-38
		397	272	1,623			
	<i>Agriculture</i>						
GTJ	Fredericton Exp. Station.....			25	30-12-37	on hand	
GTJ	Exp. Farm, Administration.....			35	8- 6-37	on hand	
GTJ	Plant Products.....			246	6- 5-38	on hand	
GTJ	Marketing, Dairy Products.....			133	16- 5-38	on hand	
GTJ	Marketing, Live Stock and Poultry.....			191	31- 3-38	on hand	
GTJ	Science Service, Bacteriology.....			9	1- 5-38	on hand	
GTJ	Science Service, Dairy Re- search.....			5	16-10-37	on hand	
GTJ	Experimental Farm, Field Husbandry.....			44	22-12-37	on hand	
GTJ	Experimental Farm, Animal Husbandry, Bee Fibre, To- bacco, Farm Supt.....			108	To be done as soon time permits		
				796			
	<i>Justice</i>						
THH	Purchasing Agent's Div.....	0	0	6	25- 2-38	15- 3-38	17- 3-38
	<i>Labour</i>						
THH	Whole Department.....	44	26	268	3- 6-37	1- 4-38	1- 4-38
	<i>National Defence</i>						
WBC	Administrative Units.....	10	8 (4 down deferred)	41	31- 3-37	10- 1-38	12- 1-38
WBC	Air Craft Development, R.C.A.F.....	2	2	11	Nov.-37	26- 1-38	31- 1-38
WBC	Contracts Branch.....	3	3 (1 down deferred)	58	1- 2-37	1- 4-38	2- 4-38
WBC	Royal Military College.....	9	9 (6 down deferred)	86	11- 2-38	1- 6-38	3- 6-38
WBC	Naval Service Branch, Hali- fax Dockyard.....	32	24 (5 down (2 mod.)	146	14-10-37	10- 6-38	report written
	Esquimalt Dockyard pro- jected for this summer. Headquarters projected for this summer.						
		100	72	616			



## CIVIL SERVICE ACT

1329

## UNIT SURVEYS—1938—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>National Revenue</i>						
	Port of Winnipeg.....				3- 1-38	Cancelled	by Dept.
	Excise Division—Audit Br.....				19- 1-38	On hand.	
	Port of Toronto.....				24- 3-38	Not started	
THH	Port of Amos.....	1	1	2			
THH	Port of Belleville.....	8		20	24-11-37	19- 1-38	21- 1-38
GHG	Port of Welland.....	1	1				1- 3-38
GHG	Port of Vancouver (Completed but no action taken.)			251	30-11-37	26- 2-38	1- 3-38
THH	Port of Guelph.....	1		11			
GHG	Appraisers Br. (Reorganiza- tion of this Br.).....			77	8- 9-37	7- 3-38	8- 3-38
NRB	Income Tax Br. (Complete survey and report made for this Exempt Br.)			971			
	<i>Pensions and National Health</i>						
	HEALTH						
CRM	Narcotic Division.....	1		20	25- 2-38	*	
CRM	Proprietary and Patent Medi- cine Div.	1		9	25- 2-38	*	
CRM	Public Health Engineering Div.			9	25- 2-38	*	
CRM	Laboratory of Hygiene Div.....			24	25- 2-38	*	
CRM	Quarantine and Leprosy Div.....	1		59	25- 2-38	*	
	Immigration Med. Inspec- tion Div. and Care of Sick Mariners.						
CRM	Food and Drugs Div.....	3		17	25- 2-38	*	
CRM	General Administration (Health).	2		20	25- 2-38	*	
	PENSIONS						
CRM	Calgary District Office.....	1		87	1- 3-38	*	
CRM	Halifax Dist. Office.....	3		91	1- 3-38	*	
CRM	Winnipeg Dist. Office.....	5		126	1- 3-38	*	
CRM	St. John Dist. Office.....	1		40	1- 3-38	*	
CRM	War Veterans' All.....	10		37	2- 3-38	*	
CRM	Montreal Dist. Office.....	16		248	5- 3-38	*	
CRM	Regina Dist. Office.....	1		44	5- 3-38	*	
CRM	Purchasing and Stores Div. (Pensions).	5		34	7- 3-38	*	
CRM	Treatment Br. (Pensions).....			35	7- 3-38	*	
CRM	Ottawa Dist. Office.....	2		49	7- 3-38	*	
CRM	Pension Appeal Court.....			8	7- 3-38	*	
CRM	Vancouver Dist. Office.....	7		151	7- 3-38	*	
CRM	Gen. Administ. (Pensions).....	3		44	7- 3-38	*	
CRM	Veterans' Bureau (Pensions).....	3		41	7- 3-38	*	
		76	2	2,525			
	PENSIONS						
CRM	Toronto District Office.....	19	19 (2 down, deferred)	391	7- 3-38	28- 5-38	30- 5-38
CRM	District Office, London, Eng- land.	3		11	7- 3-38		
CRM	London District Office.....	9		246	9- 3-38	Investigations completed and	
CRM	Central Registry—Pensions.	1		88	22- 3-28	reports being written.	
CRM	Canadian Pension Commis- sion.	2		111			
	Outside.....	11		103	1- 3-38		

\* Investigations completed and reports being written. Preliminary work on designing special forms was commenced on Oct. 20, 1937. The forms were agreed on, distributed to the Departments and returned from units completed in the early part of 1938. Investigations and discussions were completed about March, 1938. The reports are now being written.

## UNIT SURVEYS—1938—Continued

Inv.	Unit	Number Reclassi- fications Requested	Reclassi- fications Approved	Number Positions	Date Received	Approved	Report to Council
	<i>Post Office</i>						
GTJ	Postmaster General's Office.	3	3	9	28- 9-37	3- 1-38	4- 1-38
GTJ	Halifax Postal District Office and Post Office.				31- 1-38	On hand	
GTJ	Calgary Postal Dist. and P.O.				19- 1-38	On hand	
GTJ	Air and Land Mail Services Division.	15	11 (4 mod.)	42	1- 2-38	7- 5-38	9- 5-38
GTJ	Orillia, Ont.	0	0	18	2- 2-38	18- 3-38	Rec. no change
FVK	Edmonton.	2	2	205	5- 1-38	10- 2-38	14- 2-38
FVK	Medicine Hat, Alta.	1	1 down	33	5- 3-38	21- 3-38	24- 3-38
FVK	Sault Ste. Marie.	1	1	31	8-12-37	12- 1-38	14- 1-38
GTJ	Nelson, B.C.	0	0	12	16- 3-38	4- 4-38	6- 4-38
GTJ	Trail, B.C.	0	0	16	15- 3-38	29- 3-38	30- 3-38
GTJ	Public Relations Branch.				2- 5-38	On hand	
GTJ	Victoria, B.C.	1	1	120	17- 3-38	7- 4-38	9- 4-38
FVK	White Horse, Yukon.	1	1	2	6-11-37	19- 1-38	21- 1-38
GTJ	Chicoutimi, P.Q.	1	1	15	26- 3-38	16- 4-38	19- 4-38
GTJ	Cap de la Madeleine.	0	0	4	28- 3-38	12- 4-38	13- 4-38
	Philatelic Division (no slip).			D.B. Letter	13- 5-37	16- 5-38	18- 5-38
NRB	Savings Bank.	15	15	28			
NRB	Office Service Div'n.—Finan- cial Branch.	7	7	75	13- 5-37	28- 5-38	1- 6-38
	<i>Public Works</i>						
	Rimouski District—Engin- eering Branch.	5	5	35	30-11-37	29- 3-38	30- 3-38
	St. John District.						
	London District—Eng. Br.				4-12-37	29- 3-38	30- 3-38
THH	Supt. Public Bldgs. Office Staff.		0	25			
	Sault Ste. Marie District— Engineering Branch.	0	0	3			
FE BW	Administrative Branch.			80	28- 2-38	Investigations nearly completed	
	National Gallery of Canada.	1		13	11- 3-38	On hand	
	Telegraphic Service—H.Q.	1		9	15- 2-38		
THH	Chief Architect's Branch, Toronto, Ont.	1	1 (mod.)	6	23-11-37	18- 2-38	21- 2-38
	District Resident Architects' Offices Outside Ottawa.	4	4	34	17- 2-38	29- 3-38	30- 3-38
		104	72	1,765			
	<i>R.C.M.P.</i>						
THH	Secretary's Branch, Purch- asing Branch and Criminal Investigation Branch.	7	7	24	29- 9-37	10- 5-38	13- 5-38
	<i>Secretary of State</i>						
THH	Unit Survey of Department.	28	24	219	20- 2-38	31- 3-38	31- 3-38
		35	31	243			

## CIVIL SERVICE ACT

1331

UNIT SURVEYS—1936—*Continued*

Unit	Date received	Number of positions	—
<i>Post Office</i>			
Secretary's Branch.....	April 21/37	44	Surveys on hand to be done.
Public Relations Branch.....	April 30/38	25	
Deputy Postmaster General's Office.....	Dec. 21/37	20	
Montreal Post Office and District Offices.....	Aug. 21/37	1,947	
Winnipeg " " " " " " " " " " " "	Oct. 21/37	622	
London " " " " " " " " " " " "	Dec. 16/37	191	
Moose Jaw " " " " " " " " " " " "	Oct. 22/37	105	
Halifax " " " " " " " " " " " "	Jan. 31/38	177	
Saint John. " " " " " " " " " " " "	Nov. 30/37	128	
Ottawa " " " " " " " " " " " "	Nov. 15/37	433	
Calgary " " " " " " " " " " " "	Jan. 19/38	265	
Vancouver " " " " " " " " " " " "	Aug. 24/37	564	
Postal Service—Post Office Service Division.....	Feb. 17/38	73	
		4,594	



*SPECIAL COMMITTEE*

UNIT SURVEYS—1938—*Concluded*[illegible]

Gov. Doc  
Can  
Com  
C

SESSION 1938

HOUSE OF COMMONS

CA1 XC 2

- 38C58

SPECIAL COMMITTEE

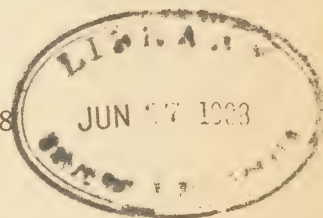
ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 36

WEDNESDAY, JUNE 22, 1938



## WITNESSES:

- Mr. J. C. Beauchamp, President, Professional Institute of Civil Servants of Canada.
- Mr. V. C. Phelan, President, Federation of Civil Servants of Canada.
- Mr. J. A. MacIsaac, Vice-President, Federation of Civil Servants of Canada.





## MINUTES OF PROCEEDINGS

JUNE 22, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11 o'clock a.m. Mr. Pouliot, the Chairman, presided.

*Members Present were:*—Messrs. Boulanger, Cleaver, Deachman, Fournier (*Hull*), Golding, Green, Hartigan, MacInnis, MacNeil, Marshall, Mulock, Pouliot, Spence and Tomlinson.—(14).

*In attendance:*—

Mr. J. C. Beauchamp, President, Professional Institute of the Civil Service of Canada;

Mr. V. C. Phelan, President, Federation of Civil Servants of Canada;

Mr. J. A. MacIsaac, Vice President, Federation of Civil Servants of Canada;

Mr. Fred Knowles, National Secretary, Amalgamated Civil Servants of Canada.

The Chairman read a letter from Mr. Geo. E. Johnston, Oxford Mills, Ontario, respecting protection afforded Civil Servants in regard to debt.

Mr. J. C. Beauchamp was recalled and further examined.

Report on number of Government Employees 65 years or over, ordered printed as Appendix No. 1 to this day's evidence.

The Text of Professional Institute's Brief was ordered printed as Appendix No. 2 to this day's evidence.

Order in Council *re* 20 per cent temporaries ordered printed as Appendix No. 3 to this day's evidence.

The Witness retired.

The Committee adjourned to meet again at 4 o'clock, p.m., this day.

---

4 p.m.

The Committee resumed at 4 o'clock, p.m.

*Members Present were:*—Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, Mulock, O'Neill, Pouliot, Spence and Tomlinson.—(19).

Mr. J. C. Beauchamp was recalled, further examined, and retired.

Mr. V. C. Phelan and Mr. J. A. MacIsaac, were called, sworn, examined, and retired.

The Committee adjourned to meet again Thursday, June 23, at 11 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 278,

June 22, 1938.

The Select Special Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Order, gentlemen. We have a quorum.

In the first place, I draw your attention to the appendix to report No. 34, which contains a list of all promotions and re-classifications during the ban.

In the second place I asked Mr. Doyle, the clerk, to get in touch with the printing bureau in order to have available this morning report No. 35 which contains a summary of the work done by the organization branch. I find it most important, and you may go through it in order to familiarize yourselves with the information contained therein before we deal with any witnesses on those points.

I should like now to read you a letter which I received from a gentleman whom I do not know, Mr. George E. Johnston, Oxford Mills, Ontario. It is dated June 20, 1938, and reads:—

Dear Sir,—Endorsing your stand on the special civil service committee, you would be doing a real service to the public if you would make it compulsory for the civil servant, from the highest to the lowest, to have to pay his or her debts.

At present there are members of that body appointed with debts against them and they absolutely refuse to pay. Why should the civil servant have special privileges? He always gets his money, which the general public doesn't always. No reflection on the honest one, but make the dodger pay.

I can give names.

(Signed) GEO. E. JOHNSTON.

Without any further comment on that, gentlemen, I leave it with you.

Mr. TOMLINSON: It is quite true.

Mr. SPENCE: I think that law should be changed entirely because it is unfair to the people in business when they cannot collect their debts from the civil servants. I do not think most of the civil servants want it that way because most of them are honest people who want to pay their honest debts.

The CHAIRMAN: Even some of them who do not pay are honest but are suffering some hardships.

Mr. SPENCE: If they are drawing a regular salary at regular intervals, they should not be hard up.

The CHAIRMAN: There is another thing to which I wish to call your attention. It is a report of this year, Sessional paper No. 207. It is quite extensive. It contains information showing:—

1. Number of civil servants now in the service over 65 years of age, and how many are over 70 years of age.
2. How many civil servants now in the service have completed their payments to the superannuation fund, by virtue of the thirty-five year contributing clause in the Act.



3. How many civil servants have received promotion, the promotion giving increased salary, since they ceased making contributions to the superannuation fund.

That is dated March 25, 1938. A summary was made by the clerk, and it is easy to understand. It contains only one page, and I wonder, gentlemen, if you would like to have it as appendix No. 1 to this report, because we will take up the matter in due course and we will have it on record.

(Extract from Sessional Paper No. 207 filed as Appendix No. 1 to this day's Report.)

In order to proceed in a business fashion this morning, I should like to suggest something with regard to the evidence that is to be given by Mr. Beauchamp. I have two pads here, and I am going to give one to Mr. Phelan and one to Mr. Knowles with a pencil, and I am going to ask them to take notes of the points on which they differ from Mr. Beauchamp in order that they may avoid repeating the same things. The session is nearly over and, as we are going to hear the civil servants, we do not want them to repeat the same things over and over again. Do you agree with that, gentlemen?

I think it would be easy for Mr. Phelan and Mr. Knowles to take notes of the points on which they differ from the answers given by Mr. Beauchamp. It will simplify our work, and they could use that to make a short statement when they start their evidence. Is that all right, gentlemen?

Mr. GOLDING: It looks fair.

Mr. MACINNIS: I do not know, Mr. Chairman, that we should try to restrict these delegates after coming here. If there is a point on which they agree with Mr. Beauchamp, possibly it would be just as well for them to emphasize that point.

I think if we allow them a certain amount of freedom they will be as brief as possible consistent with placing their case before the committee, and I do not think we should put any further restrictions upon them.

The CHAIRMAN: This is not a restriction at all, Mr. MacInnis. They will have complete freedom, as you know; but it is just to simplify our work. They listen to the evidence, and they know what is going on. It will be taken for granted that if they do not dissent from what is said, they will agree with it.

Mr. GREEN: Let us get on and deal with the problem.

The CHAIRMAN: Another thing, gentlemen: in order to give the very best chance to the civil servants, I would suggest that the briefs which have been submitted to us by them should be printed as an appendix to the report. I do not mean that all the literature that has been sent to us by the Professional Institute shall be on record.

J. CLEMENT BEAUCHAMP, recalled.

*By the Chairman:*

Q. Mr. Beauchamp, I presume you will be satisfied if your pamphlet entitled "Text of Submissions" is printed as an appendix?—A. Absolutely, Mr. Chairman.

Q. That is the main one?—A. Yes, sir. It will simplify my task by omitting perhaps some passages if it is understood that those will appear in the official record.

Q. Yes, and you can make it short and snappy and refer to it. The full text of your submissions will be in the appendix.

Mr. GREEN: I think you had better not take it for granted that the appendix will be read.

[Mr. J. C. Beauchamp.]

The WITNESS: No. I thought that the committee, Mr. Green, would allow me to proceed along the normal lines and read my brief, starting from the point where we left off yesterday, if that is acceptable to the committee.

Mr. SPENCE: I think it would save time to let the witness read it, because if we do not, we will talk for an hour on the matter.

The WITNESS: Mr. Chairman and gentlemen of the committee, I will start at page 3 of our submissions which refer to removal expenses.

We recommend that the regulations of the treasury board covered by treasury board—

*By the Chairman:*

Q. Will you please explain to us what you mean by "removal expenses"?—

A. Removal expenses, Mr. Chairman, are the expenses involved in the transfer of a civil servant from one point of Canada to another point in Canada, whether such removal expenses are connected with a straight transfer involving no promotion, or whether the removal expenses are connected with a promotion.

Q. As you know, very often employees have railway passes for travelling from one point to another when they are requested by the deputy minister?—

A. In a general way, in the case of a straight transfer, the government of Canada pays the removal expenses. But there are restrictions in respect of removal expenses that have to do with an employee who has been promoted and who must move from one point in Canada to Ottawa, the headquarters.

Q. Therefore you would object to a man being removed from Toronto to Ottawa on a promotion?—A. Not at all, but I think that the state really should pay his normal removal expenses in keeping with the practice of private companies, of which I have a list here.

Q. What you mean is that when a man is transferred from one point to another he should incur no travelling expenses personally?—A. No.

Mr. GREEN: And also pay for the removal of his furniture.

Mr. SPENCE: If he were getting a good promotion, he would not mind moving it himself.

Mr. GREEN: Could we hear the statement that is in the witness' brief?

The CHAIRMAN: Well, Mr. Green, I learn much more from conversation than from reading. Reading, even when it is well done, is always dull, and conversation is mostly interesting. You know that. It is hard for me to listen to someone who reads.

Mr. GREEN: These are rather short statements, and I think if they were read we would have the background and the discussion would not be so extensive.

The CHAIRMAN: We all had the background, and Mr. Beauchamp explained what it was.

*By the Chairman:*

Q. You mean, Mr. Beauchamp, that when an employee is transferred from one point to another, the government should pay his own travelling expenses, those of his family and cost incurred for removing his— —A. Household effects, in keeping, Mr. Chairman, with the practice of the Royal Canadian Mounted Police, the Militia of Canada, Banks, companies, such as the Imperial Oil Company, the Bell Telephone Company, the C.N.R. and the C.R.R., etc. We made a survey of different companies, and we found that their practice is to pay removal expenses whether there is a promotion involved or not. Some of these concerns even assume the unexpired portion of a lease.

Q. Well, the better comparison is with other departments of the government?—A. Yes.

Q. Some departments of the government. That impresses me much more than what is done by the Bell Telephone Company or any outside company.—A. Yes.

Mr. GOLDING: That is not a general practice in private companies, surely. There may be a few, but, generally speaking, that is not done in private companies.

Mr. TOMLINSON: The banks do.

Mr. CLEAVER: With the banks, the change in employment is not optional with the employee. The bank says "You must go there," and you must go.

The CHAIRMAN: Gentlemen, I have an extract from the minutes of a meeting of the Honourable the Treasury Board, held at Ottawa, on the ninth day of November, 1937:—

E.H.

T. 173252 B.

*Treasury Board*

The Board direct that procedure under which payment of removal expenses is authorized be in accordance with the following regulations:—

1. Approval of the Treasury Board before payment is made.
2. Recommendation by the Minister of the department concerned shall include a statement as to whether or not there will be an increase in compensation in consequence of removal.

3. In event of a compensation increase consequent on transfer, the claim for removal expenses shall be dealt with as follows:—

(a) If the amount of such increase for one year from the effective date thereof is greater than the total of removal expenses, no payment shall be made.

(b) If the amount of removal expenses is greater than such compensation increase, the excess may be paid on the authority of the Board.

(Sgd.) W. C. RONSON,

*For Secretary.*

That is a rule of the board before payment is made. I cannot see how it can be done because the man does not tell how much it will be before the transfer is made and before his furniture is moved.

The WITNESS: The main point, as I see it, is the principle involved. The principle at stake is that the promotion ties in very closely with the merit system. If the department in conjunction with the Civil Service Commission makes a survey and determines that such a one is the most competent man to fill a vacancy and they find that such a man is domiciled in Winnipeg—or we might say Sherbrooke or Montreal, even at some more distant point—

The CHAIRMAN: Possibly even Vancouver.

The WITNESS: Yes. And that man perhaps may have to forego the only promotion he would get in the whole of his career in the public service; but he has the right to say: I cannot accept that promotion because I cannot face the outlay involved.

*By Mr. Hartigan:*

Q. Have you had any case where a promotion was passed up, where the person did not accept the promotion, owing to the fact that the expense of removal would be exorbitant?—A. During the course of my connection with the Professional Institute which covers several years some members have mentioned to me the case of such and such a man who said that he could not accept promotion.

Q. Was it ever granted and not accepted?—A. In some instances they have actually refused promotion which meant their transfer from a certain city outside of Ottawa to Ottawa.

[Mr. J. C. Beauchamp.]



Q. The point is what would be involved in regard to removal expenses; it might be that a man would own his own home at the outside point and would not want to give it up.—A. We understand that. The obstacle would be more by way of removal expense involved in the dislocation.

Mr. TOMLINSON: The point as I see it is that people who are civil servants and who are fortunate enough to be in the service in Ottawa may be promoted without extra cost as would not be the case of people living outside at such a point say as Vancouver.

Mr. HARTIGAN: Just a moment, if you don't mind, I have one more question I want to ask on this point and then I am through. We won't get anywhere if we are butting in on each other all the time.

*By Mr. Hartigan:*

Q. To follow up, what I wanted to know was, you would consider that because of the fact that expenses were not paid, the removal would be more in the form of a penalty and would be a discriminatory measure against the man so promoted?—A. I think it amounts almost to applying an economic sanction against the man promoted.

Q. An economic sanction, or penalty?—A. Yes; the state says: you deserve a promotion but we are going to take back from you the amount of your removal expenses.

Q. And the man located at Ottawa in the central branch has no expense attached to any promotion he receives?—A. The man at headquarters has a distinct advantage over the man at the outside point.

Mr. TOMLINSON: That is the point.

*By Mr. Cleaver:*

Q. I just want to understand this. As I read the regulation the man receiving the promotion is only asked to pay his removal expenses to the extent that his salary is increased during the first year of his change in position; is that not correct?—A. I will put it this way; let us say that the promotion means an increase in salary to the man of, say, \$500.

Q. All right.—A. And his removal expense is \$500.

Q. Yes.—A. The account is balanced there for the first year.

Q. Now, just before you leave that, why should a man under those circumstances decline a promotion?—A. I would say he would decline it because the principle is an objectionable one.

Q. Just a moment. That is not the reason you gave a moment ago. The reason you gave was that there was an economic sanction against him and he could not do it. You were thereby suggesting it was going to cost him money to accept the promotion. If he is only asked to forego or to delay for one year the increase, how is that going to prevent him from accepting the promotion? A. First of all is the amount of money involved in the move itself. Then you have to take into account another factor, a more difficult factor; if that man is moved from Brockville, say, from a laboratory of the division of entomology at Brockville to Ottawa it is going to cost him much less than it would a man who happened to be located in the rust research laboratory in Winnipeg who might be moved to Ottawa.

Q. But should not any man receiving a distinct advance in life, receiving a promotion, should he not be willing to co-operate to the extent of his increase the first year in assisting the government in making the change; isn't it to his advantage to be promoted? Why should the government be penalized for promoting him?—A. It is to his advantage to be promoted, but the man would not be going to Ottawa for the sake of his health, he is going there to serve the state, for the benefit of the state primarily; not for his own personal benefit.

Q. Can you explain to the committee why you said a few moments ago that from the financial standpoint you know of cases where men could not accept promotion on account of the expense involved?—A. All of the expenses; the expenses involved include the uprooting of the man, for one thing, from the home where he has been located for several years.

*By Mr. Tomlinson:*

Q. That has to be taken into account, a man may own his house in another place.—A. That is true of many cases. All he can do is to quit it.

Q. I know of cases like that.—A. We are not asking for consideration of that, we are only asking for the man's reasonable removal expenses.

MR. TOMLINSON: That is the point that I wanted to place before the committee; that we are more or less curtailing the transfer of men, good men, to new territory, men who might be an improvement to the service. I know that is the case, because this curtailment in expenses is very often a very large item.

MR. GREEN: It is a handicap.

MR. TOMLINSON: It is a handicap for outside men. Men at Ottawa are not penalized at all.

THE WITNESS: In some cases it may be the only chance for promotion that the man selected gets in the whole of his career in the public service.

MR. CLEAVER: I do not like the idea being thrown out to this committee that it is the moving expense that is preventing a man from accepting a promotion. Now you come back and you say that that is not an obstacle, and that it is on account of the disturbance in his living conditions if a man owns a home, and so on; then you suggest the government should compensate him.

MR. TOMLINSON: He is actually being deprived of his salary yet he has to do the additional work. You are taking away his salary. It is not worth it. If he is not worth his pay on his transfer he should not have that \$500 increase.

THE WITNESS: It might average more than one year.

MR. CLEAVER: I cannot see why a man should not co-operate to the extent of one year's increase.

MR. TOMLINSON: I cannot understand that.

MR. GREEN: The man is entitled to promotion without taking away the monetary advantage which is his because of the promotion.

MR. MACINNIS: I think that is a very important proposal and I do not think the committee could make up its mind from the information they could get from this witness this morning. It seems to me a good case and I believe something can be said for both sides; but before making any decision on this point at this time we would have to get further information on it.

THE CHAIRMAN: That would be very wise, Mr. MacInnis, because at the present time we have to go a little quickly and we should wait until we meet together to discuss our report on that. We know what it is. There are three things to consider: there is the travelling expense, the moving of the furniture, and the question of the home or lease.

MR. GREEN: The question of the home does not enter into it.

*By the Chairman:*

Q. You do not consider that?—A. No.

Q. You do not find that an objection from the point of view of the civil servants in accepting a promotion at some distance?—A. Not at all, Mr. Chairman.

[Mr. J. C. Beauchamp.]

The CHAIRMAN: There are two things to consider; the travelling expenses which might or might not be paid by the department, and the moving of the furniture and such things. At the same time there may be something else, he might have a lease and that is another point. If he owns his house he may leave it behind him but if he has a lease he would be obliged to find another tenant or make other arrangements.

Order, gentlemen.

When we come to discuss our report we might consider two things: first, the matter of travelling expenses for the civil servant and his family; and, second, the cost of moving his furniture and, third, the cancellation or the disposition of the lease.

Mr. GREEN: They are not asking anything about the third point.

*By the Chairman:*

Q. You were not asking anything about that?—A. No, just the normal removal expenses.

*By Mr. Green:*

Q. The government pays all removal expenses if there is no increase in salary involved in the promotion?—A. As a rule. Where normal transfers are involved removal expenses are paid.

*By Mr. Cleaver:*

Q. Yes; the most the government ever ask civil servants to do is to forego the receipt of his increase in salary for a period of one year for the purpose of paying his removal expenses?

Mr. GREEN: They chisel him out of a year's increase.

The WITNESS: It may represent an increase for more than a year.

Mr. CLEAVER: Why?

Mr. TOMLINSON: It might be more, it might be less.

*By Mr. Cleaver:*

Q. Why? Would you please explain that?—A. Because of the distance involved in coming to Ottawa.

Mr. MULOCK: You mean, he has got to pay all of the expenses?

*By Mr. Cleaver:*

Q. No, the government pays the rest over and above that.—A. The man has to pay the cost of removal to the extent of his increase for the first year.

Mr. TOMLINSON: His whole home life is changed when he moves, say, from the west to the east.

Mr. CLEAVER: The man is asked to assume his cost to the extent of the increase in his salary for the first year.

The CHAIRMAN: How many transfers are there of that kind?

Mr. CLEAVER: I would like the witness to answer this question, Mr. Chairman.

The WITNESS: The terms of the order in council, Mr. Cleaver, are that if the increase in the first year following promotion exceed the removal expenses the government does not pay anything; but if the removal expenses exceed the increase of the first year the government pays the difference.

*By Mr. Cleaver:*

Q. Yes, so the most that a civil servant is at any time called upon to bear in the way of removal expense is that he is asked to forego his increase in salary for one year?—A. The difference between the removal expenses and the increase the first year.



Q. Yes. Well, then, why do you say that any civil servant had ever declined promotion on that account?—A. Because that is what has happened in the past. It has been brought to our attention and we would not take up the time of this parliamentary committee if we did not think the subject matter well founded.

Q. Have you the name of anyone who has declined promotion on that account?—A. I presume if I had a chance to make a survey of our membership I could give that to you.

The CHAIRMAN: It should be ready before you come. You should know that without telling. If you had that information now it would have saved a lot of discussion. Witnesses should not come here with half statements, they should come with complete facts and say, so many cases have occurred—if they have occurred. We are not going to waste our time over things that happened in just one or two odd cases, but where we find that a thing has happened in a number of cases it is a different matter and one which we will go into. We are here to improve conditions in the civil service, and if there are individual cases to whom we can give assistance we will take them into consideration.

Mr. GREEN: Surely, what we are concerned with is the principle.

The CHAIRMAN: Exactly.

Mr. GREEN: Is the government right in granting a man a promotion and increase and then taking back that increase for the first year by way of making him pay his own expenses?

The CHAIRMAN: I find it unfair, but we must know if it is done to any considerable extent, and in order to know that we should have cases before us. This witness cannot speak of anyone who has been affected in that way.

Mr. GREEN: I think you misunderstand it.

Mr. TOMLINSON: Oh, yes.

The CHAIRMAN: I want concrete cases. Mr. Phelan, or Mr. Knowles, have you concrete cases?

Mr. PHELAN: We were not proposing to raise that point. When I am on the witness stand I may have a few remarks to make on it.

The CHAIRMAN: Have you any concrete cases of the kind?

Mr. PHELAN: I have not with me, for the reason that we were not proposing to include this in our submission.

Mr. GREEN: Have you known of cases where people have had a year's increase deducted?

Mr. PHELAN: May I give you a concrete case? I know of the case of a man named Stone in the Department of Customs who moved from Hamilton to London.

Mr. CLEAVER: Did he decline the promotion?

Mr. PHELAN: No; he was affected by the order in council in that he had to pay his removal expenses up to the first year's increase. He did not decline the promotion; I am not suggesting that.

Mr. CLEAVER: I believe in the majority of cases in business life where a promotion occurs the man himself is quite willing and desirous of the promotion, sufficiently so to bear his own expenses. Take the example of a school teacher. A school teacher will quite often resign his school where he is presently teaching in order to take a better school, a school where he will get a higher salary. Bless you, the school board hiring him does not pay his removal expenses. He gets that out of the increase in salary.

The CHAIRMAN: You know very well most civil servants are entitled to promotion from outside to Ottawa and from Ottawa to outside. They have a car and they travel in a car except in the winter. The travelling expenses are

[Mr. J. C. Beauchamp.]

not so high. It does not cost very much to hire a van to move luggage or furniture from Ottawa to Toronto, or Ottawa to Montreal.

Mr. HARTIGAN: There is a monetary value to be attached to the promotion itself, is there not?

The CHAIRMAN: Yes.

Mr. HARTIGAN: The promotion means something.

The CHAIRMAN: It must mean something. But on the other hand, unless we are given some concrete facts where civil servants have suffered from that transfer by using all their promotion increase of salary to cover moving expenses, I do not see how they can complain of anything. A man who has a promotion of \$300 or \$400 can pay \$50 for moving.

Mr. HARTIGAN: It is very important to him from the standpoint of getting on in the service.

*By Mr. Tomlinson:*

Q. Is there not a general rule in connection with removal expenses?—  
A. Removal expenses are governed by this order in council, which supersedes the order in council passed in 1871.

*By Mr. Cleaver:*

Q. The general rule is that the government pays the cost of removal expenses over and above the year's increase in salary?

Mr. GREEN: If there is no increase the government pays it all.

Mr. TOMLINSON: We penalise the men who are transferred from one end of the country to the other.

The WITNESS: That is our understanding of the situation.

Mr. TOMLINSON: The man in Ottawa who is fortunate enough to get a promotion gets his full year's salary. I say it is very unfair.

*By Mr. MacNeil:*

Q. Is it not true that in many instances civil servants find it a practical difficulty to finance the removal expenses?—A. There would be probably, Mr. MacNeil. The man probably has not got the ready cash and probably would have to go to a bank to raise the money.

The CHAIRMAN: You are speaking theoretically on that. We are not interested in hearing about theoretical cases. We want to have positive facts, and we will decide it upon that ground.

Mr. MULOCK: Let us have concrete cases, then we can decide.

Mr. GREEN: The chairman wants cases where the civil servants have actually had to lose this increase.

The CHAIRMAN: Exactly. I do not want any theoretical discussion on that. It serves no purpose. Mr. MacInnis was perfectly right. We want facts. Your evidence will be short. Will you please write me a letter which I shall read to the committee to-morrow afternoon or to-morrow morning when our session will close, giving me some facts or cases.

The WITNESS: To sum it up, we were hoping this committee would consider this question.

The CHAIRMAN: We will consider it, Mr. Beauchamp, only if we have the cases before us. We will not consider any theoretical discussion because we have no evidence that any employee has suffered unless you tell us that Charlie, Tom or John have suffered from it. This is not a school of sympathy that we have here. We have full sympathy for the civil servants provided they bring their cases before us. Your fourth point has to do with private secretaries. What is it?

The WITNESS: We submit that chapter 40 of the Statutes of Canada, 1932, 22-23 George V, being an Act to amend the Civil Service Act (Private Secretaries), should be rescinded in view of the fact that its application seriously affects normal and well merited promotions in a large number of cases, resulting in unrest and dissatisfaction among the officers of the service so affected.

The CHAIRMAN: Here again, Mr. Beauchamp, I will ask you for facts. Give us facts to show that certain private secretaries are incompetent and are not doing their work properly.

Mr. GREEN: That is not the question.

Mr. HARTIGAN: I think there is a more pertinent question there, Mr. Chairman. I would ask the witness this:

*By Mr. Hartigan:*

Q. Has the placing of private secretaries in the service affected promotions among the members of the Professional Institute? You are giving evidence for the Professional Institute. I am asking for information. I cannot see myself that a private secretary would interfere with the promotion of a professional man. I know of no cases where that has occurred.—A. Well, Dr. Hartigan, the position of the Professional Institute is this, the field of promotion is definitely distinctly limited in the public service.

Q. What I mean is, I agree with you there—A. These men displace men who have been in the service for years.

Q. Would that field be limited by the fact of a private secretary coming into the service? Would that limit a professional man, an engineer or a doctor or a lawyer or someone like that from getting a promotion?—A. You have to relate this question to the total outlay involved covering a certain unit. This man has to be provided for. Perhaps you have to provide for two former private secretaries employed by the one minister.

Q. Would that be a barrier to the promotion of a professional person in the service?—A. We feel it would make it more difficult for professional men to secure promotions because the field of promotion is already limited.

Q. I know. Surely you would not expect a professional person to be in a position under the secretary's position?

Mr. TOMLINSON: Yes, because the other day we had a professional man who was acting as a clerk at a salary of \$720 a year.

*By the Chairman:*

Q. I shall address a question right on that point. Will you please tell me if there are not some ex-private secretaries who are members of the Professional Institute of civil servants?—A. There may be one or two, Mr. Chairman, but if you will allow me to complete my explanation here, I think the members would have a much better understanding of the situation.

Mr. GREEN: Go ahead.

The WITNESS: The Act provides that a private secretary to a minister of the Crown, or other member of the government, or to the leader of the opposition, who has acted in that capacity for a period of not less than three years shall, on the retirement of such minister, etc., be appointed to a permanent position in the public service classified not lower than that of chief clerk, the salary range for which runs from \$3,120 to \$3,720. Nothing in the Act precludes his appointment at even a higher salary and the Institute submits that, in general practice, the automatic or mandatory appointment to such high positions is contrary to the merit system and the principle of promotion underlying the Civil Service Act. Sir George Murray in his report on the civil service of Canada presented to the government in 1912, condemned the practice in very definite terms. (See Sessional Papers 57 (a) to 123 (a))—

[Mr. J. C. Beauchamp.]



The CHAIRMAN: I am not interested at all in what Sir George Murray said. We have to decide upon facts. I do not believe in the opinions of high rated gentlemen. We have to make our own judgment.

Mr. CLEAVER: I take it your problem in short is this: every time there is a change of government the Civil Service Commission have a raft of private secretaries for whom positions must be found in the higher brackets?

The WITNESS: Exactly, sir. There may be eighteen or twenty former private secretaries, for whom provision has to be made in the public service under the terms of the Civil Service Act.

Mr. CLEAVER: These men necessarily prevent promotions for an equal number of other servants who would otherwise have taken the places?

The WITNESS: In this way, because you have to take the salary range and multiply it by eighteen or twenty former private secretaries, and that is added to the total outlay involved in the cost of civil government.

*By the Chairman:*

Q. Would you admit that a man who has been a private secretary to a minister for four, five or ten years, has a better knowledge of the whole department than the majority of the chiefs of the branches, as he has been dealing with all of them?—A. Some of the former private secretaries are men of high attainment, men of high ability; we do not dispute that. We are specifying that in a general way the appointment of these men should not be automatic and mandatory.

Q. Naturally some of these private secretaries are more brilliant than others. It is admitted some of them have better backgrounds than others.—A. Let us take a specific case, Mr. Chairman.

Q. Good.—A. A former private secretary is appointed, say, to the Public Archives of Canada, and a former private secretary has been appointed to the Archives of Canada. I take it the work of the Public Archives of Canada is in a large way work of a technical and professional character.

Q. Just a moment, sir. I know the work of the archives, because I have worked on old manuscripts myself. I must tell you the man to whom you refer is a very brilliant journalist and is a man of very fine education, and he can do as well as many people who are there who have university degrees from Paris. I can tell you that for your own information. I know more about the archives than you think, because I have done work there for many years.—A. I am not questioning the man's qualifications at all in any way.

Q. I know that man better than you do. I know he is a brilliant journalist. I know that personally, and I know also that he has a fine education.—A. I am not questioning that.

Q. He is doing very well. That is a case I know. I am personally familiar with that case.—A. If the position was needed there was no opportunity of throwing that position open to competition.

Q. I will agree with you on that. When a position is promised the general public should not be invited into the competition. On that point you are perfectly right.—A. With every change of government there are eighteen men to appoint without the positions, the so-called positions created, having been thrown open to competition. That will occur with every change of government.

Q. I agree with you on that point definitely. I find it most unfair, and it is the general view of the members of the committee as expressed before. When a position is vacant and when a man is already appointed, in fact, if not in procedure, it is absurd and unjust to call for examinations.—A. Perhaps I was unfortunate in the example I mentioned. I think the man we have in mind has very high attainments.

Q. I know.—A. I do not dispute that.

Q. I know two or three fools who were secretaries to the ministers and who are in the service. I know there are those two or three fools who were private secretaries to ministers—

Mr. HARTIGAN: The capabilities of a man have no bearing on the situation. It is the principle involved.

Mr. MACNEIL: The principle of favouritism which you have been against all along.

Mr. HARTIGAN: Whether he has or has not capabilities is not the point. I think that question might be very well left until Mr. Phelan comes on to make his submission.

The CHAIRMAN: Are you going to speak on that?

Mr. PHELAN: We were proposing to.

Mr. HARTIGAN: This is the Professional Institute.

*By Mr. Cleaver:*

Q. What suggestions have you to make in this regard?—A. This is not part of our brief, and it is a very delicate question.

Q. Would you mind answering the question. What suggestion have you to make in this regard?—A. I presume at a given moment a dead-line should be set some time, where that dead-line would permit of the absorption into the service of present private secretaries; but beyond that point, from a certain year, the men that would come in after a certain date as private secretaries should come in under the definite understanding that they will not be absorbed into the service under present conditions.

*By Mr. MacNeil:*

Q. Would the solution not lie in the selection of private secretaries from among those in the civil service?—A. That opens up a very big question. The ministers have their own opinions as to that.

The CHAIRMAN: Just a word there about favouritism. To prove that I have no prejudice against anybody, I may say that very same gentleman from the Archives is a very good journalist, and at that time he was representing a paper that was opposed to me in one of my campaigns. He was exposed to strong blows from my supporters—but in fact, they were mild and they did no harm to him. At the time he was the correspondent of a paper that was opposed to me, but I am ready to admit his merit now.

*By Mr. Green:*

Q. Could it be handled by arranging to let these men write examinations for promotions—by throwing these examinations open to all the civil service?—A. Some improvement should be devised over existing conditions; something should be devised that would improve the existing situation.

The CHAIRMAN: Yes. On the other hand, you are perfectly reasonable when you say you do not want examinations to be made a joke or an April fool business. When a competition is open, it must be open for all; and there should be no one who is sure that he has his appointment in his pocket.

*By Mr. Mulock:*

Q. Do not similar circumstances sometimes exist in regard to the appointment of deputy ministers?—A. In what way, Mr. Mulock? I do not quite grasp your question.

Q. Well, you say that the absorption of these secretaries holds back promotions within the branches?—A. Yes. And you refer now to the appointment of deputy ministers?

[Mr. J. C. Beauchamp.]

Q. I will ask you if you discussed the appointment of deputy ministers in these cases when you were considering the appointment of secretaries?—A. Have you in mind the appointment of former private secretaries to the position of deputy ministers?

Q. No.—A. Or positions of equal standing?

Q. No, I do not mean particularly the secretaries; I mean the general appointment of deputy ministers.—A. Well, the Institute in a general way has never concerned itself with that question. Deputy ministers are appointed, as a general rule, by the government of the day.

*By the Chairman:*

Q. And they take responsibility for that?—A. Yes.

Q. But on the other hand, you know very well that Mr. Hunter, the deputy minister of public works, was private secretary to Mr. Hyndman, the then minister?—A. Yes.

Q. And he is the dean of deputy ministers?—A. Yes.

Q. And he is doing exceedingly well; that you will admit?—A. Yes.

Q. But he was a private secretary. Then take Mr. Sim who is Commissioner of Excise. He was private secretary to Mr. Euler and then to Mr. Ryckman; he was appointed Commissioner of Excise and has been doing exceptionally well.—A. I quite agree.

Q. We have two cases there.—A. But we do state that in our brief. We state that in a general way the absorption of these former private secretaries should not be automatic or mandatory.

*By Mr. Cleaver:*

Q. Do you not find that, in the main, cabinet ministers choose young men of outstanding ability to act as their private secretaries.—A. Well, I think in a general way the cabinet ministers have tried to select men who would meet the requirements which you have just mentioned.

Q. Yes.—A. They might, of course, make mistakes in the type of man they pick.

Q. Does not your complaint boil down to the odd incident where a cabinet minister, for family reasons or some special local reason, has not picked a good man? After the termination of the period in which the man was acting as private secretary, if an examination had to be written, would that not answer your problem?—A. Well, Mr Cleaver, it would meet the situation up to a certain point.

Q. Yes?—A. But what would be the conditions of the examination or what—you mean there would be merely an examination and no competition?

Q. Yes.

Mr. GREEN: There should be competition.

The WITNESS: Examinations for one man only—sort of test as to his capacity to fill this or that job.

*By the Chairman:*

Q. I will go further. I will say that Mr. Merriam, who was private secretary to Mr. Bennett for many years, is doing very well in the Customs Branch of the National Revenue Department.—A. I am not questioning that. I would like to be clearly understood as saying that many former private secretaries are men of high standing in the public service.

*By Mr. Cleaver:*

Q. Is it not true that most of them are?—A. We think it is a wrong principle to absorb these men into the service on the mere fact that they were private secretaries for a minimum of three years.



Q. If they are men of outstanding ability, is it not to the advantage of the country that they should be kept in the service?—A. Unquestionably, if they are rendering good service to the country. We are not disputing that. But we are against the idea of absorbing all these former private secretaries.

*By the Chairman:*

Q. Now, Mr. Beauchamp, will you be satisfied if I suggest to you some means of finding promotions for 426 positions—promotions all along the line in 426 cases. Would you like that?—A. I think so.

Q. Would you appreciate it?—A. I sure would.

Q. There are 426 people who are over 65 years of age. If there was compulsory retirement at 65, that would mean promotions for 426 classes.—A. Yes.

Q. It would mean thousands of promotions. You know that, because if the promotion system is regularly applied.—A. If the treasury board will agree to all these promotions.

Q. —it will go from step to step, and there will be a general betterment in all departments.—A. If the treasury board agrees to all these promotions.

Q. Oh, no; no. Would you agree with that—with superannuation and compulsory retirement at 65?—A. Yes.

Q. At age 65 for men, and at age 60 for women; because it is harder for women than men to be in the service?—A. I would agree in a general way, yes.

Q. And optional retirement?—A. At age 60; that was our submission to the other parliamentary committee, Mr. Chairman.

Q. Compulsory retirement for men at 65?—A. Yes.

Q. And the same for women at 60; and optional retirement for men either at 60 or after 35 years in the service?—A. Yes.

Q. Do you think that would be approved by the Professional Institute?—A. I believe they would approve of that suggestion, or that move.

Q. And it would be a betterment all along the line.—A. It would certainly open up some avenues in the line of promotions.

Q. Yes. Have you got something on that in your brief?—A. Well, we dealt with optional retirement at 60 in our submission to the committee dealing with the Superannuation Act; because I do not think it is covered in the Civil Service Act, but it is covered in the Superannuation Act.

Q. Well, it affects the Civil Service Act, inasmuch as there is dead wood in the way of those who are ambitious, able and efficient?—A. Yes.

*By Mr. Mulock:*

Q. Mr. Beauchamp, if there was a periodical examination, and if there were reports which were checked by people in whom the employees themselves had confidence as to their fairness and ability to make proper reports, the reports showing whether the ones there in the service were performing useful services for the country, and if there were an elimination of those who were not performing useful services, would not that to some extent overcome your difficulty in regard to these secretaries, or the ones that you think, but perhaps do not like to mention, might be dispensed with?—A. Well, that is a rather involved question, Mr. Mulock.

Q. Yes, is it not?—A. You mean you would separate the gold from the dross or the wheat from the chaff?

Q. Well, the civil service is for the purpose of giving efficient administration to the people of this country. That is one of the reasons, for the service. I believe that is the foundation of the merit system and the reason for the merit

[Mr. J. C. Beauchamp.]

system.—A. Of course, as a rule, I think the Civil Service Commission tries to determine a man's ability to fill that position initially on his entrance into the service. There is a six months probationary period.

Q. Suppose he is not satisfactory. Suppose he is all right for six months but at the end of a year and six months is not satisfactory. Do you think he should be there for the rest of his life?—A. I think the general rule has been—I think that the commission has made some effort in that direction. The commission tries to place these men in positions for which they are best adapted.

Q. If you will just answer my question, I shall be obliged?—A. Yes.

Q. A man is all right for six months, we will say as an example.—A. Yes.

Q. But at the end of a year and six months he is not all right. Do you think he should be retained in the service for the rest of his life?—A. Well, I would not care to express an offhand opinion on that. I would rather see this committee survey the whole situation, and if it deems it proper, make a concrete recommendation. I would rather leave that to them.

The CHAIRMAN: That is all right.

Mr. HARTIGAN: Could we not accept the suggestion of the Professional Institute as a whole, on the records that are before us for consideration? We have it now. Time is pressing.

The CHAIRMAN: Yes, time is pressing; and there is a long story.

Mr. HARTIGAN: That is what I was going to say; why not incorporate it in the agenda before us?

The WITNESS: If I had had a chance, I would have tried to read this.

*By the Chairman:*

Q. You will be satisfied with that?—A. I would like to read parts of it as speedily as possible, if I were not interrupted.

Q. There are leave regulations?—A. I could go over them.

Q. You can pass over that.—A. Yes.

Q. The next point is political partisanship. Are there any members of the Professional Institute who have been suffering from political partisanship? If not, we will leave that for Mr. Phelan and Mr. Knowles to discuss.

Mr. MACNEIL: On that point, Mr. Chairman, I may say I brought to the attention of the House the instance of where thirteen men were removed without proper inquiry.

The CHAIRMAN: In the Professional Institute?

The WITNESS: No.

Mr. MACNEIL: In the Department of Agriculture—some of them.

*By the Chairman:*

Q. Were there some of your association that were removed on account of political partisanship?—A. I have a typical case in mind, the case where a man who had occupied the post of prime minister of this country—

Q. Who?—A. I say a gentleman who occupied the post of prime minister of this country—caused the dismissal of a certain civil servant on the strength of information supplied to him.

Q. Yes?—A. But subsequently that man who was prime minister was fair enough to cause the reinstatement of that man.

Q. Yes?—A. Because he saw that an injustice had been done to him.

Q. Yes?—A. And our contention is that in these cases, the procedure should be something that would be more accurate, that would be more fair both to the man making the charge, the member of parliament or the defeated candidate, and to the man charged with political partisanship. Our contention is that some more definite procedure should be set up than that which exists now.

Q. I will tell you what my experience is. I try to be just as lenient to my opponents as I can; but at the times when I am lenient that very fellow whom I tried to protect goes around to see my friends and tells them, "You have voted for Jean Francois Pouliot; you got nothing. I voted against him, and I am still there. Ha! ha!"

Mr. MACNEIL: There is a principle involved there. The act says if a man is guilty of active political partisanship, he is subject to dismissal from the service.

The CHAIRMAN: Yes.

Mr. MACNEIL: But due to custom, an arrangement made between the late Sir Wilfrid Laurier and the late Sir Robert Borden, a definite arrangement in the political parties, it is now possible for a member of the House, on his honour, to state that to his personal knowledge a civil servant has been guilty of partisan activities; and that man is dismissed forthwith. I think the point made by the witness is an excellent one, that when a man is charged in that way he should be granted a hearing. Provision is made for that under the Enquiries Act for the appointment of a commissioner and a proper hearing.

Mr. TOMLINSON: Yes.

Mr. MACNEIL: I brought to the attention of the House, on the basis of the evidence in sessional papers—evidence which has not been refuted—instances where men were dismissed on the breath of suspicion where the evidence shows that they were not guilty of partisanship, and they were not granted a hearing.

The CHAIRMAN: That is not fair

Mr. MACNEIL: It does appear to be the intention of that arrangement that any member making that statement should be required, on his honour as a member of the House, to answer for his action.

The CHAIRMAN: Exactly. I agree with that.

Mr. MACNEIL: And in that respect the custom has gone by the board that the man stated on his honour in the House and answered for his action.

The CHAIRMAN: I know of some cases, when some members have asked the minister to fire somebody, and then they wanted their letters to be considered confidential; they did not come to the rescue of the minister who had to defend his own case. But now, along that line, it might be reasonable to ask the members who are making such statements to give definite facts.

Mr. MACNEIL: I can.

The CHAIRMAN: To their knowledge.

Mr. MACNEIL: I can.

The CHAIRMAN: No, no—I did not mean that.

Mr. MACNEIL: I beg your pardon, Mr. Chairman.

The CHAIRMAN: This is what I mean: Suppose you desire to fire somebody for political partisanship; you will say that, to your actual knowledge, that man has been guilty of partisanship on such occasions in doing this and that. Then it would be left to the department to decide whether or not it is a case which is serious enough to cause them to fire the man.

Mr. MACNEIL: The Minister has no option. According to this custom, when a member makes that statement and signs it, "to his personal knowledge this man has been guilty of political partisanship," that man is dismissed.

The CHAIRMAN: On that, would you not agree that it would be the most reasonable thing to act in the way I have just described to you?

Mr. MACNEIL: Yes. But I make this additional statement, that under the Enquiries Act, a commissioner is appointed to investigate the facts and grant the man a hearing.

[Mr. J. C. Beauchamp.]



The CHAIRMAN: Or the member states something as a definite fact on which the department could act.

Mr. MACNEIL: Yes.

Mr. GREEN: Even so, the man should have some right to defend himself. They are advocating here that "an employee charged with such offence shall have the right of appeal and of judicial hearing before dismissal from the service. Furthermore, we submit that the charge of 'partisan work' should be in the form of an affidavit and that copies of such affidavit should be supplied to the person so charged, to the Justice department and to the Civil Service Commission."

Something along that line would seem only fair.

Mr. FOURNIER: Are there many dismissals after these elections?

Mr. MACNEIL: Wholesale.

Some Hon. MEMBERS: No, no.

Mr. FOURNIER: Mr. MacNeil should give evidence on that.

Mr. TOMLINSON: Yes, sir, right here.

Mr. FOURNIER: Mr. MacNeil just stated on his own responsibility that after every election there were wholesale dismissals of civil servants. I would like to have evidence to that effect, except the thirteen cases out of thirty-five thousand employees in the civil service. If you have any other cases, the committee would be interested to know of them.

Mr. MACNEIL: I will be very glad to submit the cases to the committee when it has time to consider them. Those thirteen cases were only cited as being specific instances. I did not dare take the time to recite all the cases.

Mr. FOURNIER: It is the first time I have heard in eight years that there were wholesale dismissals. If they were done by one party or the other, we would like to know about them. In 1930 there were no dismissals; also in 1935, because I followed them up. I would like to ask Mr. Bland one question on this:

Mr. Bland, is it to your knowledge that either party has made wholesale dismissals of civil servants?

Mr. BLAND: I am very glad to say, Mr. Fournier, that the Civil Service Commission has no record of such dismissals. They do not come under our jurisdiction, and I cannot answer your question because I do not know.

Mr. FOURNIER: When a civil servant is thrown out, you have no record of the reason why?

Mr. BLAND: No, we have no jurisdiction under the Act over that at all.

Mr. FOURNIER: You have no record on file of the number of dismissals?

Mr. BLAND: No.

Mr. FOURNIER: To your personal knowledge, have you lost as many servants as that after every election?

Mr. BLAND: There are a certain number of dismissals after any election. As to the question of the number, I am not in any position to give you a definite answer.

Mr. FOURNIER: Could you give us the percentage of the number so dismissed?

Mr. BLAND: No.

Mr. FOURNIER: Would it be one per cent?

Mr. BLAND: No, I could not say at all.

Mr. FOURNIER: You must know by the appointments you make to replace these employees?

Mr. BLAND: In many cases we do not make the appointments replacing them. In many instances the persons dismissed are holders of exempt positions.

Mr. FOURNIER: They do not come under the Civil Service Act?

Mr. BLAND: No, they do not.

The WITNESS: Mr. Chairman, we receive requests from our members outside of Ottawa asking that the parliamentary committee consider ways and means of improving the existing procedure.

Mr. TOMLINSON: I must object to this statement in regard to wholesale dismissals after elections. I have made no dismissals in that way, and I absolutely object to it.

Mr. GREEN: Let us get on with the work, Mr. Chairman.

The CHAIRMAN: I suppose there may have been a few dismissals that were urgent and necessary.

Mr. FOURNIER: I would like to see Mr. MacNeil follow up that statement.

Mr. MACNEIL: I would be very glad to if the committee has time.

Mr. FOURNIER: We have time.

Mr. GREEN: It is too hot.

The CHAIRMAN: Even though it is, I would stay.

Mr. MACINNIS: The chairman, as we all know is most untiring when in search of information. In regard to the dismissals that took place in 1930 to 1932, he brought down very complete information during the session of 1932.

The CHAIRMAN: And I had a great deal of trouble to get it.

Mr. MACINNIS: He put it on Hansard. He asked these questions:—

1. How many postmasters had to undergo enquiries for political partisanship since August, 1930:

(a) each month, and (b) in each province?

2. In how many cases: (a) each month since August 1, 1930 and (b) in each province, did the Postmaster General require a written complaint accompanied by an affidavit before granting an enquiry for political partisanship?

The answer was:—

In view of the fact that it will take some time to prepare the answer, it is recommended that this question stand as an order for return. The information, when brought down, was:—

Prince Edward Island.. . . .	7
Nova Scotia.. . . .	60
New Brunswick.. . . .	56
Quebec.. . . .	309
Ontario.. . . .	6
Manitoba.. . . .	11
Saskatchewan.. . . .	19
Alberta.. . . .	4
British Columbia.. . . .	..

Now, there are plenty more like that. Just as one department is concerned, it will prove to the hilt the statement that dismissals are wholesale.

Mr. FOURNIER: No

Mr. MULOCK: Do you call six wholesale?

Mr. MACINNIS: We are talking of the whole service. This is a matter that does not concern the Civil Service Commission.

[Mr. J. C. Beauchamp.]

The CHAIRMAN: Mr. MacInnis, those cases included postmasters whose salary was \$100, and at times the revenue of the post office was \$500. The post office was there simply for the convenience of a small group of people. You will not consider as real servants those who earn \$100 as postmasters and who sell groceries, etc. at the same time. It is not the same class.

Mr. MACINNIS: They are civil servants.

Mr. TOMLINSON: No, they are not.

The CHAIRMAN: Yes, they are civil servants to a certain degree.

Mr. MACINNIS: You gentlemen have not got all the world's information at your command.

Mr. FOURNIER: You have not either.

Mr. MACINNIS: They are servants in the employ of the dominion government, and if they are in the employ of the dominion government they are civil servants.

Mr. FOURNIER: You read over the reference to this committee.

Mr. MACINNIS: Quite so, but we have been dealing with matters outside of the reference to this committee ever since the committee sat, and I have not been the guilty one either.

The CHAIRMAN: No one is guilty.

Mr. MACINNIS: We brought the evidence forward and now you do not like it.

Mr. FOURNIER: If these dismissals were made in 1930, we were not responsible. To my knowledge there is only one case of an employee who was dismissed during the election of 1935. I think he was dismissed by Mr. Lawson. This man had been out one evening and had given his own opinion on political affairs, and he was dismissed. I do not know if he was re-instated. This was a famous case mentioned in every paper in Ottawa. I do not remember the name of the man, but there was no other case of dismissal for political partisanship at the election.

Mr. MACINNIS: There are the cases brought up by Mr. MacNeil.

Mr. FOURNIER: Thirteen out of thirty thousand employees certainly does not represent mass dismissal.

Mr. MACINNIS: Every case has not been brought to the attention of my friend from Hull.

Mr. FOURNIER: If it has not been brought to the attention of the House or the government, how can Mr. MacNeil maintain his statement that after every election they are throwing out people by the hundreds of thousands?

The CHAIRMAN: I think you must remember that the Post Office Department is the largest department. There are over 12,000 post offices in this country. and 12,000 mail carriers were included in the statement of 60,000 civil servants that Mr. Bland mentioned in the first part of his evidence. Therefore, the Post Office Department represents one half of the civil service both inside and outside. If there were so many dismissals at the time, I complained about it, as it was my duty to do so; but, on the other hand, one must take into consideration the fact that they cannot be considered wholesale dismissals.

Mr. GOLDING: What I thought Mr. MacNeil was speaking about was whether these appointments were made by the civil service.

Mr. MACNEIL: I should make it clear that I was referring to the operation of the principle dating back to the days of Sir Wilfrid Laurier, with regard to all positions in the civil service, whether they are exempt from the Civil Service Act or not.



The CHAIRMAN: You know perfectly well that in the post office department there are small post offices, the revenue of which is from \$5 to \$25 or \$50. They are there for the convenience of people who live far away from the rest of civilization. Those are small offices. They receive \$100 a year, which is not enough to permit them to live without any other source of revenue. You know that.

Those are minor cases, and they are the most difficult because those people are hard to deal with, and at times they scarcely get into a community before they start showing political partisanship.

Mr. MACNEIL: My objection is to the dismissal without a hearing of a man who is giving faithful service, on the ground of alleged partisanship. It is the principle involved and the present operation of that principle to which I object.

Mr. GREEN: Mr. Chairman, the submission here only refers to a section of the Civil Service Act, so that it would only refer to cases that come under the Civil Service Commission. Could we hear any further representations on that point and then get on?

The CHAIRMAN: We have no authority to deal with the post office.

Mr. TOMLINSON: Oh, yes, Mr. Chairman.

The CHAIRMAN: We have no authority from the House to deal with the post offices.

Mr. TOMLINSON: We had one case in 1931 where the revenue was \$420, and it cost \$300 for an investigation.

Mr. GOLDING: Mr. Chairman, Mr. Green's contention is quite sound. This submission does not deal with those cases.

*By the Chairman:*

Q. The Professional Institute has no members who are postmasters receiving \$100 a year?—A. No.

*By Mr. Fournier:*

Q. Mr. Beauchamp, did you compile figures as to the number of dismissals of professional men in the service in 1930 and 1935?—A. No, Mr. Fournier. As I stated to the chairman, we have requests from time to time from our members outside of Ottawa who think that a more definite procedure should be established in regard to these matters. I think their position is sound. Their views are summarized in our brief in this way—

The CHAIRMAN: Again, Mr. Beauchamp, you speak theoretically. If one of your men, any member of your association, had written to you to complain about one fact when he himself had been the victim of political partisanship, all right, I would like to have heard about such a case. But we are not to decide upon the fear of someone or other who is not included in your association. We might get that from the other gentlemen who will appear before us. Your suggestion in that regard was very sound. There is no case before us to decide.

Mr. GREEN: The question really is whether a man who has an objection to the Civil Service Act is entitled to a fair hearing before this committee; that is the whole position.

The CHAIRMAN: I will tell you, Mr. Green—

Mr. FOURNIER: If there are cases why have they not brought them here before us.

The CHAIRMAN: There is no use in our discussing things theoretically. Our reports deal with specific cases.

Mr. GREEN: There is no reason why this brief should not be heard.

[Mr. J. C. Beauchamp.]

The CHAIRMAN: The reason is clear; it is because they have no specific cases before us. If someone suffers from a certain thing then we can correct it, that is reasonable.

Mr. SPENCE: I think you will agree that there are too many dismissals of postmasters, particularly in the Maritimes and in Quebec.

Mr. FOURNIER: That does not come under this Act.

Mr. SPENCE: It is bad policy when a government comes in to clean out the whole thing.

The CHAIRMAN: Mr. Spence, it is not your mouth that speaketh, it is your good heart.

Mr. MACNEIL: But these fruit and vegetable inspectors come under the provisions of the Civil Service Act.

Mr. TOMLINSON: I think the member should take the responsibility for cases such as those.

Mr. MACNEIL: I will take the responsibility.

Mr. TOMLINSON: You will take the responsibility?

Mr. MACNEIL: Yes.

Mr. TOMLINSON: You are not the sitting member down there. He is just hammering away at something he doesn't know anything about.

The CHAIRMAN: Mr. MacNeil, I find it reasonable that a member should state the fact of which he complains; that is the point. However, we are not going to decide what we are going to do about it now, we will decide that when we consider our report.

*By the Chairman:*

Q. Now we come to No. 7: adjustment of anomalies in service. Will you please tell me what are these anomalies? I have not the brief. I would like you to give me some explanation.—A. The anomalies have to do with the discrepancy in salary structures with respect to employees doing similar work in different departments; that was discussed by Sir Francis Floud when he was before this committee.

Q. Even if it was discussed by Sir Francis Floud, I take even what he says with a grain of salt. Now, will you not approve of the transfer for reasonable periods of junior employees from one branch to another in the same department in order to make them familiar with the general work of the department? Is it not better to transfer "A" from branch 1 to branch 2 and branch 3 and branch 4 in the department, than it is to transfer him from that department to another department?—A. I should think so, Mr. Chairman.

Q. Yes, because it would give him a general understanding of the work being carried on by the department and it will fit him for promotion; do you agree with that?—A. On the other hand, if we have say a chemist in one department and a chemist in another department having the same qualification requirements and performing work of the same character our contention is that the same salary range should apply to these two men.

Q. And there you go to classification?—A. Yes.

Q. I agree with you on that; that classification should be standardized.—A. I should perhaps read into the record what we say as to that:—

Wide diversity exists as between different departments, in the grades of professional and scientific employees carrying on work of similar importance and entailing equal responsibilities and qualifications. This is a continuing cause of dissatisfaction on the part of employees of services which are under-classified, and this known condition is frequently permitted to continue several years. In many cases employees are

required to carry on work involving increased responsibilities over periods of ten years or more, with inadequate rates of compensation.

The CHAIRMAN: That hooks up with No. 9 also, organization, classification and compensation of the service; it is just the same as a foreword to that paragraph.

Mr. FOURNIER: Yes; but the conclusion is:—

Its organization branch should be strengthened sufficiently by the inclusion of additional organizers who are fully competent to evaluate scientific and technical work.

They complained that they lacked these men in the organization branch.

The CHAIRMAN: Yes. You know that some of these investigators—one of them was formerly a jeweller and he is a bachelor of commerce of Queens. You saw that in the evidence?

The WITNESS: I did not read all the evidence taken before this committee.

The CHAIRMAN: There was some good stuff in the evidence, Mr. Beauchamp.

Mr. GREEN: And some bad stuff too.

The CHAIRMAN: There was good stuff, you will have to admit it; and here we have fought the battle of the civil service, and we have done so at times in very strenuous sessions.

The WITNESS: On the other hand, Mr. Chairman, we are willing to co-operate with you—

The CHAIRMAN: It is not for you to co-operate with us, it is we who co-operate with you; there is a world of difference.

The WITNESS: It works both ways.

The CHAIRMAN: Oh, no, not so much as that.

Mr. GREEN: Mr. Chairman, could we hear from the witness on this proposal that there should be an investigation every two years, at least every two years, and that it should not be only at the request of the departmental head?

The CHAIRMAN: Everything that you wish, Mr. Green.

The WITNESS: Well, Mr. Green, I take it that the commission is diffident about going into a department so long as you have this specific restriction in the Civil Service Act, "Upon the request of the head of a department." If the head of a department does not request the civil service commission to go into that particular department the commission would be diffident about conducting an enquiry or making a survey which it thinks perhaps should be undertaken. The view of the institute is that the words, "upon request of the head of a department" should be deleted from that particular section of the Act; which is paragraph (b) of section 4.

The CHAIRMAN: Well, we have been told that at times the request for reclassification has gone directly from the chief of the branch over the head of the deputy minister. There is nothing in the law which prevents the investigator from going to see the chief of the branch, or from visiting the branch to see how things are working out, especially if the investigators of the organization branch had been there before. They want to see the result of their work and I do not see what there is to prevent them in the law.

Mr. GREEN: The section they object to reads this way:—

The duties of the commission shall be, .....

(b) of its own motion to investigate and report upon the operation of this Act, and upon the violation of any of the provisions hereof or of any regulation made hereunder; and, upon the request of the head of

[Mr. J. C. Beauchamp.]



a department, to investigate and report upon any matter relative to the department, its officers, clerks, and other employees.

They say that that means in actual practice that the commission won't go in and investigate a department without a request from the deputy head.

The CHAIRMAN: Oh, yes.

Mr. GREEN: They ask a change in what the commission are now doing.

The CHAIRMAN: I agree with you on that.

*By the Chairman:*

Q. Now, Mr. Beauchamp, you favour a standing committee on civil service matters?—A. Absolutely; but with certain restrictions—and I do not say this in any spirit of criticism. I submit very respectfully, Mr. Chairman, that if such a standing committee is set up it would be desirable that representatives of civil service organizations be permitted to make their submissions earlier in the sittings than was the case with this committee so that perhaps the committee would have more time to deal with them and also have the benefit of their submissions as a background to help them with the carrying out of their work.

Mr. FOURNIER: And not have all the time taken up by the personnel of the Civil Service Commission and their staff?

Mr. GREEN: That is right.

The CHAIRMAN: Have you any answer to make to Mr. Fournier?

The WITNESS: I should say it should be left to the committee to divide the time proportionately between persons who can give constructive or useful evidence before the committee.

*By Mr. Fournier:*

Q. For instance, when we would have Mr. Putman or the organization branch of the commission before us on some of these organization matters, you suggest that we also should have employees affected appear at the same time; is that it?—A. That might be helpful up to a certain point, but representatives of service organizations sometimes have to go back to their executive committee for direction. You mean, to give us a judgment on these individual cases?

Q. No, they would review affairs. There might be a case in which the employee thought the chief of the branch had not been fair to him and there was something which should be corrected. Take the matter of reclassification, for instance. We have heard Mr. Putman's view on that but we have heard nobody from the employees' side.—A. I am free to urge that point.

*By the Chairman:*

Q. Now, Mr. Beauchamp, it has been established before the committee very clearly that some irregularities have taken place in various places. Don't you think that if these people had believed for a moment at the time these irregularities took place that everything would be involved in a civil service committee of the House of Commons in 1938 that they would have done that very differently; you admit that? Therefore, if we had a standing committee of the House doing the same work as we are doing now it would prevent many injustices and many wrong tricks in the service?—A. I may say that we did recommend to the parliamentary committee of 1934, and to the parliamentary committee of 1932 dealing with civil service matters, the setting up of a select standing committee of the House on civil service matters. We did urge that, and I think one of the parliamentary committees did recommend that to the House; the committee which sat in 1934.

Mr. FOURNIER: That was in 1932.

The WITNESS: Yes; the House failed to concur in the report of the committee.

The CHAIRMAN: The members of this committee, especially Mr. Fournier, have been very active in that regard; and I think we will reach a conclusion in due course.

Mr. BOULANGER: Just to have the record correct, the witness said that the House did not concur in the report of that committee. The House did concur in that report.

The WITNESS: I was referring to the report of the committee of 1934.

The CHAIRMAN: Now: permanency restrictions.

The WITNESS: This is very important. Some time ago, I think it was in April of 1936—

*By the Chairman:*

Q. This deals with the 20 per cent of temporaries, does it not?—A. The committee here has dealt with that to some extent. If I may read it:—

We view with disfavour and concern the appointment of employees in a temporary capacity to positions which are obviously permanent in nature and submit that the restrictions affecting permanent appointments in the service, resulting from the provisions of order-in-council No. 84-978, April 22, 1936, requiring each Unit to carry 20 per cent of temporary employees, regardless of special conditions prevailing, is not in the public interest and is unfair to the personnel of the service.

Q. As to that, have you checked the average paid the permanent employees of the Civil Service Commission, and the same for the Department of the Treasury Board?—A. I have not.

Q. Please do it, and you will be surprised.

Mr. MACINNIS: I think the chairman of the Civil Service Commission made a statement on that. We took it up fairly early in our sittings, and it is one of the things that will come up in our report.

The CHAIRMAN: I will tell you. You see, in the Civil Service Commission as indicated by the staff charts supplied to us there were eighty-two temporaries out of a total of 232, and amongst the temporaries there were some receiving only \$720 a year salary. The number of temporaries in the Civil Service Commission lowered the average salary. I was not speaking of the whole of the commission, I was speaking of the permanent employees of the Civil Service Commission, and of the Treasury Board.

The WITNESS: There should be a distinct differentiation between work of a distinctly permanent character and work which is of a temporary nature.

The CHAIRMAN: I do not see why investigators should be temporary. There are some temporary investigators on the staff of the commission and they are doing very important work.

The WITNESS: That is because of the application of this particular order-in-council.

Mr. FOURNIER: There are examiners who also are temporary.

The CHAIRMAN: Yes, there are examiners who are temporary.

The WITNESS: That is because of this particular order-in-council, which goes even further than I explained.

The CHAIRMAN: The order-in-council mentions departments, not branches.

The WITNESS: It applies to units as well. I know of one particular case where it distinctly applies to a man who was well qualified; he had been there

[Mr. J. C. Beauchamp.]

the six months' probationary period and as a matter of fact he has been with that department two years now but he is still temporary.

*By the Chairman:*

Q. It is definitely so stated in the order in council?—A. I have the order in council here. There is provision for certain exceptions, a few minor exceptions. If I could read the explanation it might convey to you the idea which we have in mind.

Q. Will you please table your order in council. It will be published as an appendix.—A. I will. Our explanation reads:—

It is submitted that it is the duty of the Civil Service Commission to determine the validity of recommendations for permanency submitted by departments, and in order that efficiency may be provided, the commission should not be restricted through the enactment of controlling measures. It would appear that in establishing the 20 per cent quota for temporaries, no study had been conducted to determine the variations in conditions in the different units of government, nor variations within units. Furthermore, in an effort to establish the quota, certain sections of units have been compelled to accept more than 20 per cent of temporaries.

Such a policy tends to build up a large number of long-term temporaries, who are denied the advantages of superannuation, statutory increases and civil service insurance. In this regard it will be recalled that the question of long-term temporaries has caused considerable concern in the past; consequently the recent ruling in question tends to aggravate and perpetuate an undesirable condition.

Now, I understand, Mr. Chairman, that the procedure governing the permanency regulations of the individual position must await action by the commission in conducting a unit survey involving an entire unit staff followed by an order in council before even one employee can be considered, regardless of the length of service. If that is not advertised, and I do not believe it is, it certainly should be indicated in the advertisement.

Mr. FOURNIER: To let the people know they have little hope of becoming permanent.

The WITNESS: Many people may come here from outside points like Regina, on the assumption that after they have completed six months probationary period they will be made permanent, and yet they may be kept on indefinitely as temporaries.

The CHAIRMAN: And from England also.

The WITNESS: Possibly.

*By Mr. Tomlinson:*

Q. What is the reason for this 20 per cent temporary provision? There is a reason for it. What was the cause given at the time?—A. Well, I think perhaps one of the advisors of the Treasury Board would be much better qualified—

*By Mr. Fournier:*

Q. Who, Mr. Ronson?—A. Perhaps Mr. Ronson or Mr. Watson Sellar. You may recall, gentlemen, that, I think it was about 1933, certain restrictions were applied to the public service. There was a ban put on promotions and on filling vacancies, and other restrictions were applied to the public service in the interests of economy.



*By Mr. Boulanger:*

Q. Are the temporaries employed appointed by the Civil Service Commission?—A. Oh, yes. At all events—

Q. After examination, in the regular way?—A. Yes.

Mr. MULOCK: But they have to await their turn.

*By Mr. Green:*

Q. May I ask if there is anything in the Civil Service Act to provide for these long-term temporaries? Is not that against the spirit or actual wording of the Civil Service Act?

Mr. FOURNIER: Some do not remain temporaries very long. They become permanent very quickly.

The WITNESS: Subsequently, I was going to say, an order in council was passed on July 16, 1935, lifting this ban, or removing these restrictions. This is the way the order in council read:—

Improved financial conditions justify certain amendments to the current restrictions in respect of permanent appointments, promotions and salary increases.

In effect, the order in council removed the ban on permanent appointments, promotions and statutory increases.

The CHAIRMAN: Yes. That order in council was passed but was not put into force at the time. You know that. It was put in force only in January the year after.

The WITNESS: Well, apparently, if we judge by the estimates, some people did receive—

The CHAIRMAN: Very few.

The WITNESS: —increases.

The CHAIRMAN: Very few, yes or no?

The WITNESS: A very limited number. But I was coming to this point, Mr. Chairman, on that ban being lifted the commission in conjunction with the department proceeded to fill vacant positions that had been vacant for quite a while. Many staffs were undermanned for quite a period.

*By the Chairman:*

Q. Do you know if that order in council was published in *The Canada Gazette* at the time?—A. You refer to the order in council lifting the ban?

Q. Yes, the order in council of July, 1935.—A. July 16, 1935. I could not say offhand, Mr. Chairman.

Q. Can you get the information and write me a letter in regard to it?—A. I could get it at the parliamentary library. Some of these are printed in *The Canada Gazette*, some are not.

Q. You could get in touch with someone who would give you that information?

Mr. HARTIGAN: It is a very important question.

The CHAIRMAN: I understand the order in council was passed but I do not know if it was made public. It is very important.

The WITNESS: Would you want a copy of the order in council, Mr. Chairman?

The CHAIRMAN: I would like to know if the order in council was published.

The WITNESS: Information as to whether it was in *The Canada Gazette* or not?

The CHAIRMAN: I have it here.

[Mr. J. C. Beauchamp.]

The WITNESS: You have just a summary. You received a summary of the order in council from the Treasury Board or from Dr. Clark, Deputy Minister of Finance.

The CHAIRMAN: Yes.

The WITNESS: Was it in May?

*By the Chairman:*

Q. What is the number of the order in council?—A. P.C. 1/2035.

Q. We have it in our report at page 1277 and page 1278. It will be found in the appendix to No. 34. The information that I would like to have—because I have not time to gather it—is when it was published for the first time in *The Canada Gazette*.

Mr. HARTIGAN: Was it, or when?

The CHAIRMAN: It was, but I would like to know when.

The WITNESS: At all events, the commission acting in conjunction with the departments proceeded to bring up the establishment of various departments to their normal level.

*By Mr. Tomlinson:*

Q. Immediately after July?—A. After these bans were lifted.

Q. That was in July, 1935?—A. July 16, 1935; and it was done, of course, progressively, and certain reclassifications took place in the case of departmental accountants and treasury accountants which are under the control of the Comptroller of the Treasury. They were reclassified, I think, shortly after this ban was lifted. At all events, the Treasury Board apparently took the position, Mr. Chairman, that the filling of these positions was proceeding at too fast a pace and that it would be desirable to establish some kind of a check, and the check took the form of this order in council. As to who drafted the order in council, I do not know.

Q. What was the date of that order in council?—A. The date of the order in council, Mr. Tomlinson? It reads:—

This is a minute of the Treasury Board approved by His Excellency, the Governor General in Council, on the 22nd April, 1936.  
P.C. 84-978.

Q. Apparently that was because they were being filled too speedily?—A. Well—

Q. Was there a great rush right after July?—A. It all depends. The viewpoint of the Treasury Board—

Q. Were there a great many?—A. I think the chairman of the Civil Service Commission would be in a better position to answer that question as to the rate at which these undermanned staffs were being brought up to their normal quota, or normal levels.

*By the Chairman:*

Q. There were holes in the dike?—A. Well, the belief of some people, Mr. Chairman, was that there were.

Q. You will see that in the appendix to report No. 34.—A. It all depends; what concerns us is as to whether before this order in council was passed the Civil Service Commission was consulted in regard to its effect or incidence on public administration, because the order in council does not make very much differentiation between a man performing a work of a permanent character and a man performing a work of a temporary character. They took a unit of a hundred men and where the normal establishment was a hundred men they said, 80 per cent must be permanent.

Mr. TOMLINSON: There must have been a very serious reason for passing the order in council in July, 1935, and then passing another one in April, 1936. There was some reason for it.

*By the Chairman:*

Q. Now, Mr. Beauchamp, coming to one thing that you mentioned: Is the Professional Institute, of which you are the spokesman, satisfied with the organization branch of the Civil Service Commission?—A. Well, Mr. Chairman, I would not care to express an offhand opinion on that. Considerable evidence has been given before this committee, very useful evidence, and I think that question should be left to the judgment of you and your associates. You mentioned it yourself.

*By Mr. Fournier:*

Q. You put it in your submission. You say:

We believe that if the commission's present personnel is inadequate in size for the purpose of such periodic surveys, its organization branch should be strengthened sufficiently by the inclusion of additional organizers who are fully competent to evaluate scientific and technical work.

The CHAIRMAN: It is there.

Mr. FOURNIER: You have it there in No. 7.

The WITNESS: I think in recent months the commission has appointed one or two men who are supposed to look after—

The CHAIRMAN: One, Mr. Whitfield, will be qualified as an examiner but not an investigator. It was wrong for the commission to appoint him as an investigator when he should have been an examiner. That is one thing, but on the other hand, do you know that some members of the organization branch have to sit on boards, examination boards, because there is nobody competent for that work in the organization branch?

The WITNESS: I know in one—

*By the Chairman:*

Q. Do you agree also with an investigator drafting a notice for the advertisement and then sitting on the board to decide the very same case? Do you think that is fair to the civil service?—A. These are peculiar, unusual cases—

Q. I want your view. You will please tell me whether you find it fair or not, or whether you do not wish to express any opinion on the matter. You have three courses open to you.—A. Well, Mr. Chairman, it does not seem to me as if such a course is in line with the best—

Q. That bears upon the merit system?—A. Perhaps you would call it higher ethics, whatever you want to call it.

Q. Exactly. It shows that the work is wrongly divided between these men.

*By Mr. Fournier:*

Q. There is no fixed code of ethics in the evidence so far given.—A. As one of the members of the committee said here, this question has been discussed. I think Mr. Bland gave evidence on it. It is recorded in the official evidence of the committee at pages 216 and 217.

The CHAIRMAN: We know much more about the organization branch now than we did when Mr. Bland first gave his evidence.

The WITNESS: I had reverted, Mr. Chairman, to the order in council establishing this 80 per cent.

[Mr. J. C. Beauchamp.]



*By the Chairman:*

Q. Without any reflection on Mr. Bland or anyone else, you will admit that you have learned many things about the civil service that you did not know before by reading the report of our committee, if you did so, and it was the same experience with all—

Mr. FOURNIER: You would want in a reclassification, more study from the investigation branch, I understand.

The WITNESS: Yes; in one instance, the reorganization of the Department of Agriculture, one of the investigators there worked at terrific pressure. As we saw it, he did not have sufficient help. That was Mr. Jackson. He had to handle that staff and he had to go outside of Ottawa several times.

*By the Chairman:*

Q. In what department?—A. The Department of Agriculture.

Q. Did you have complaints about it?—A. Well, the employees concerned did think that this reorganization—

Q. Was a farce?—A. Was taking a tremendous amount of time, at least.

Q. It was a farce, at least?

Mr. TOMLINSON: No.

The CHAIRMAN: We will take it up in due course. You have only to look at report 35 and you will see all the remaining cases that have not been dealt with that are in the hands of Mr. Jackson. We will take it up in due course with Mr. Putman. It is in report 35 on the last page.

Mr. TOMLINSON: I know.

*By Mr. Fournier:*

Q. Would you agree with what the Prime Minister said on June 14, 1929, which reads as follows:—

The fact that the government has appointed this commission is evidence of its desire to see that those coming within the categories mentioned are properly and adequately paid. We think that the suggestion of the Civil Service Commission was most inadequate. We felt that the professional and technical men were entitled to much better recognition than the Civil Service Commission was prepared to grant them, and for that reason we appointed a Royal Commission to look further into the matter.

A. Yes, that was the statement made by the Prime Minister, the Rt. Hon. W. L. Mackenzie King, in the House of Commons in 1929 with reference to a report made by the Civil Service Commission on the scientific and professional employees of the public service.

Q. You thought at that time they did not make a proper report as to your reclassification and compensation?—A. We did feel that, of course. I think the Civil Service Commission was directed to make that survey and make that report in March. They had to submit their report before the House prorogued, and they submitted their report in May.

Q. Your concluding recommendation to the committee is that we should recommend to the House that the Beatty report should be implemented?—A. That is the substance of our recommendation. I would have liked, Mr. Fournier, to have dealt with that.

Q. It would have to be implemented by the Civil Service Commission.

*By Mr. Tomlinson:*

Q. Together with the Treasury Board?—A. Exactly; and what we have had in mind is a sub-committee of the cabinet, such as the government appointed some years ago.

*By Mr. Fournier:*

Q. Can you tell me if you know of any in the commission or in the different branches who are opposed to the recommendations in this Beatty report?—A. I could not say offhand. Some members of the commission have expressed the view that some of the salary ranges were perhaps out of line, and we have agreed with that view. But in a general way we think that the Beatty Commission findings are sound and practical.

*By the Chairman:*

Q. Just a minute there. Do you know that the other day one of the commissioners, Mr. Stitt, and Investigator Jackson boasted of the fact that the commission was quite fortunate in securing the services of a B.A. for \$720 a year?—A. Quite so; and that would perhaps explain why the universities, as you stated, have seemed indifferent to the work of this committee.

Q. Yes. But as president of the Professional Institute, would you have made such a statement before the committee?—A. Well, I do not think it would sound very good.

Q. I agree with you on that. But you would not have made it?—A. But the commission—I am not here to defend them; I hold no brief for the commission.

Q. You are not here to defend the commission?—A. No.

Q. You are not here to defend them; but you are here to explain the case of the civil servants?—A. Yes.

Q. I would like to know if, up until now, you have not agreed with the suggestions made from the chair?—A. You have made some very good suggestions, Mr. Chairman. I do not dispute that.

Q. It shows that we are familiar with your business; and if we hear you now it is not to learn anything, because we know your business just as well as you do. It is just to give you an opportunity, and prevent you from saying that we are unfair to you.

Mr. GREEN: Well, Mr. Chairman, perhaps you cannot learn anything, but the rest of us can.

The CHAIRMAN: Oh, no; you know as much as I do, if not much more. We want to treat you fairly, Mr. Beauchamp. But all the facts that you have given, with the exception of one or two, have been thoroughly gone into in this committee, and we are familiar with them. We know them as well as our prayers.

The WITNESS: Well, Mr. Chairman, we give these matters considerable time and thought.

The CHAIRMAN: We do, too, Mr. Beauchamp; all of us.

The WITNESS: I would like to have completed the reading of my brief. I have been under a handicap.

The CHAIRMAN: Do not complain about that. The brief will be published in the appendix.

Mr. GREEN: Mr. Chairman, how near through are you?

The WITNESS: I beg your pardon?

Mr. GREEN: How near through are you?

The WITNESS: There are just two pages, practically.

The CHAIRMAN: Two pages.

Mr. HARTIGAN: Five minutes.

Mr. GREEN: Could we not get them now?

The CHAIRMAN: Two pages would take twenty minutes.

Mr. TOMLINSON: Just comment shortly on them.

[Mr. J. C. Beauchamp.]

The CHAIRMAN: If it will help your position at all, I may say in the first place that I was not going to read your brief, but I will read it.

The WITNESS: That is very kind of you.

Mr. GREEN: I think perhaps we would get a better picture from hearing the civil service organization than from hearing any other witnesses; and I would not like to see them cut off short.

The CHAIRMAN: No. But what I like is novelty. When I have a thing in writing in front of me, something which is printed, I can read it. I cannot see why all the members should stay together to listen to the reading of a thing which we have in our pockets and which we can use at any time, even in dull moments in the House.

*By Mr. Spence:*

Q. Do you devote most of your time to looking after the civil service, or do you work for the Civil Service Commission?—A. I am a member of the public service of Canada.

Q. All Canada?—A. All Canada. I devote part of my leisure time to a study of these questions in conjunction with associates from other departments.

Q. From your knowledge of these matters, it seems to me you have not much time to devote to your work in the department?—A. What do you say, Mr. Spence?

Q. I say, from the knowledge you have of the Professional Institute, you do not seem to have much time left to devote to the work of the department.—A. The statement that you make there, Mr. Spence, in that way is an absolutely unfair statement to make. Perhaps you do not intend it to be.

Mr. FOURNIER: I do not think you are fair, Mr. Spence. This gentleman, outside of his work, receives no pay from the Institute to study these matters. He is not like the man in the Senate.

The WITNESS: I do not drive a car, Mr. Spence, I do not play golf; if I take an interest in these questions and try to improve the lot of my fellow-men, I do not think the inference should be drawn by you, Mr. Spence, or any other member of this committee, that I am devoting my government time to this particular work.

Mr. MACNEIL: Hear, hear.

The CHAIRMAN: I must tell you, gentlemen, that I know Mr. Beauchamp personally. I have the highest regard for him. He is one of the best translators in the service. Sometimes others were passed over him who had not half his ability. He is thoroughly familiar with the French language as well as the English language, as you have had an opportunity to judge for yourselves. He is doing excellent work.

Mr. SPENCE: I am not saying he is lacking in ability at all.

Mr. FOURNIER: I think you will withdraw that, after you think it over, Mr. Spence.

Mr. SPENCE: I did not know just what position he was holding, that was all. I was asking for information.

The CHAIRMAN: When he translates my bad English into good French, or my bad French into good English, I am very thankful to him.

Mr. SPENCE: I did not know what his position was. All I wanted was information.

The WITNESS: Would you allow me, Mr. Chairman, a few minutes after the adjournment? I would be very grateful to you if you would allow me ten or fifteen minutes?



The CHAIRMAN: Yes, because I would like to finish with Mr. Phelan and Mr. Knowles.

The WITNESS: I have been under a handicap; I am not the one who initiated the interruptions.

Mr. TOMLINSON: Go ahead and finish your statement.

Mr. GREEN: We will hear you this afternoon.

The CHAIRMAN: We will adjourn until 4 o'clock.

(At 1 p.m. the committee adjourned until 4 p.m.)

## AFTERNOON SESSION

The committee resumed at 4 o'clock p.m. June 22, 1938.

The CHAIRMAN: Gentlemen, I have a short correction to make to the report of the *Citizen* of today. It is reported that the chairman of the committee said, "A practice of opening for competition positions for which a private secretary had already been selected was absurd, and a joke," I meant it for all such cases, including, of course, private secretaries; but in every case when a man is assigned to a position I do not see why there should be any competition at all.

I would now like to ask Mr. Bland a question. Mr. Bland, will you please ascertain for me if Mr. A. A. Fraser of the House of Commons staff is a K.C. and an LL.D.?

Mr. BLAND: I will find out.

The CHAIRMAN: Will you please find that out and drop me a line?

Mr. BLAND: Yes, sir.

The CHAIRMAN: Now, gentlemen, we will proceed with Mr. Beauchamp. I hope that we will conclude with the representations of the civil service associations this afternoon, and tomorrow we will finish with the other witnesses; otherwise, I do not know when I will bring in the report. I am ready to sit as often as you like, but although I have a draft report, there are other cases I have to think up to submit to you for your wise approval or disapproval.

Mr. SPENCE: We could adjourn until next year and carry on.

The CHAIRMAN: I would like to show right now what we have done, but I do not see any advantage in listening to something read which we have in front of us. If it is something new, that is all right. It reminds me of Mr. Good of Ontario. Mr. Spence must remember that. At 8 o'clock in the morning he was reading from a book and he read twelve pages at breakfast time.

Mr. SPENCE: I remember him very well.

The CHAIRMAN: Well, gentlemen, if you have any questions to ask of Mr. Beauchamp—

Mr. MACNEIL: Mr. Chairman, I suggest we let Mr. Beauchamp submit the balance of his evidence.

The CHAIRMAN: But if Mr. Beauchamp reads two pages now it will be so much time taken off Mr. Phelan and Mr. Knowles.

The WITNESS: I want to be fair to the representatives of the other branches of the service, and I will take very little time, Mr. Chairman.

*By the Chairman:*

Q. Could you please condense it? We are well disposed to you, but would ask you to please condense it as much as possible.—A. In the first place you asked me to produce an order-in-council respecting the lifting of the ban on [Mr. J. C. Beauchamp.]

promotions. You asked me to make enquiries as to whether that particular order-in-council P.C. 1-2305 of July 16, 1935, had been published in the official gazette.

Q. *The Canada Gazette*.—A. In *The Canada Gazette*. I have here, Mr. Chairman, and I will leave it with the committee, a copy of the order-in-council. I made enquiries, and that particular order-in-council was not printed in the *Gazette*. A high official explained to me that as a rule these orders-in-council are passed and then distributed to the departments, and as a rule they are not published in *The Canada Gazette*. On the other hand, I did find in *The Canada Gazette* a number of orders-in-council bearing on the public service and dealing perhaps with matters of lesser importance which had been printed in *The Canada Gazette*.

Q. Therefore, the rule is not uniform in that regard?—A. I do not know of the practice, but there is no uniform practice in regard to the printing of orders-in-council or minutes of treasury board applicable to the public service of Canada.

Q. That order-in-council is already printed in the appendix to the last report. I thank you for that copy which I will use in due course.—A. To complete the reading of my brief, and it will take but very few minutes, Mr. Chairman, and gentlemen of the committee, I would like to add this in conclusion:

"The royal commission 'to enquire into rates of salaries .... of technical and professional officials of the civil service of Canada as compared with such rates applying to similar positions outside of the civil service in Canada, and to report to the government as to readjustment of existing classifications and remunerations' was appointed under the terms of order-in-council P.C. 664, April 15, 1929.

When announcing the personnel of the Commission in the House of Commons, on April 16, 1929, the Hon. James Robb, Minister of Finance, stated: 'It is felt that in the public interest a fair comparison of salaries within and without the service should be available. The government, therefore, invited Mr. E. W. Beatty, president and chairman of the Canadian Pacific Railway, Sir Georges Garneau, of Garneau Limitée, Quebec City, and Doctor Murray, president of the University of Saskatchewan, Saskatoon, to inquire into and report on these phases, thereby providing the government with information permitting a readjustment fair to all interested.'

Within three months of their appointment, on July 12, 1929, the royal commissioners submitted to His Excellency the Governor General in Council, an interim report respecting the organization and salary rates for the research staff of the National Research Council, then in process of formation. Seven months later, in February, 1930, the same royal commissioners presented their complete report to government and recommended readjustment of existing classifications and remunerations in respect of the remaining 95 per cent of personnel of the professional services of Canada. Immediate effect was given to the interim report respecting the classification and salary ranges recommended for the staff of the National Research Council. And while the royal commission provided government with information permitting a readjustment fair to all interested .....

The CHAIRMAN: We should not print that twice in the report. There must be an end to it.

The WITNESS: I will be through in a second, Mr. Chairman.

The CHAIRMAN: We will surely be blamed by the treasury board.

The WITNESS:

eight years have elapsed and the professional workers are still awaiting remedial action founded on a royal commission report they still regard as a living document and a charter of classification rights and justice.

The report of the royal commission on technical and professional services was tabled in the House of Commons, on Tuesday, February 25, 1930, by the Honourable Charles Dunning, Minister of Finance.

The Professional Institute of the Civil Service of Canada would urge that the long-standing problem of inadequate remuneration for members of the professional and technical services receive attention during the present session . . .

This brief, Mr. Chairman, I might point out was prepared some months ago in anticipation that we might have been called earlier.

—and that the government, by order-in-council, or parliament, by a resolution of the House, should direct the Civil Service Commission to proceed forthwith to put into effect the recommendations contained in the report of the royal commission, 1930.

Now, I would like to say, Mr. Chairman, that we have made a survey of all our members from coast to coast, and we take it that these members would represent a fair cross section of all scientific and professional employees in the public service of Canada; and I would like to emphasize that in the matter of improper grading, and in the matter of salary ranges, incommensurate qualification requirements demanded of incumbents, the vast majority of whom are members of scientific and professional services—these have been squirming for years under the lash of injustice. The government makes provision for the insertion of the fair wage clause in all government contracts, and we submit respectfully that there should be such a thing as a fair salary clause in connection with classification schedules applicable to the members of the scientific and professional services.

I do not know whether it would be of interest to you or to the members of the committee, but I have here a copy of the Order in Council providing for the setting up of this commission under the Inquiries Act.

*By the Chairman:*

Q. You mean the Beatty commission?—A. Yes.

Q. How many benefited from it in the civil service?—A. As far as I am aware, Mr. Chairman, I don't think anybody benefited whatsoever, because the Civil Service Commission never was instructed to take official cognizance of this report.

Q. A few of the recommendations were implemented by the estimates, as you know; but very few.—A. I might cite the case of an official, the director of the National Gallery, who was reclassified within the last couple of years and his new salary range—the minimum of the new salary range—I think equals the maximum which the Beatty commission recommended.

The CHAIRMAN: But at this time you cannot ask us to go into the Beatty report, as you know very well. We have to make practical and specific suggestions about promotions and reclassifications based on the Civil Service Act. It is impossible at this late date for us to enter into the details of the recommendations of the Beatty report. At this time it is impossible. We have other things to do. And if we give a chance to your people with regard to promotions and reclassifications you should express your thanks to us.

The WITNESS: I think that is your viewpoint, Mr. Chairman, but there is this; that surely some attempt should be made to approach this problem constructively.

The CHAIRMAN: It will be done by the parliamentary committee on the civil service. I understand you are interested in that. Therefore, give us a chance and we will hear other witnesses about the points we want to discuss with them. Nobody will take up the Beatty report, and the only ques-

[Mr. J. C. Beauchamp.]



tions of salary that will be taken up will be those that can be taken up in the committee by reasonable efforts. Don't ask us too much. If you want us to do good work the range of our work should not be too great. You know that.

The WITNESS: You appreciate that I have a mandate on behalf of the Professional Institute of the Civil Servants—

The CHAIRMAN: You have a mandate for the Professional Institute but we are not slaves; we are not all made great; we will try to do our best for you.

Mr. MACINNIS: I don't think that is fair, Mr. Chairman.

The WITNESS: I think you will agree with me that I approached you early in the session.

The CHAIRMAN: I know that, but we had something else to do. We had to understand the working of the Civil Service Act.

The WITNESS: I did indicate to you that we were ready to co-operate with you to the very best of our ability.

The CHAIRMAN: I thank you very warmly; and I tell you that I am burning to hear Mr. Phelan and Mr. Knowles.

The WITNESS: Am I to take that as an invitation to retire?

Mr. Chairman, and gentlemen of the committee, I want to thank you for your very courteous hearing—

The CHAIRMAN: We thank you, too. You did very well.

The WITNESS: I perhaps replied a little heatedly to Mr. Spence, but may I assure him that there is no ill feeling.

Mr. SPENCE: Not at all, I appreciate your point. You are like the rest of us, just looking after yourself and your friends, like the whole world of mankind.

The WITNESS: You can put your own construction on it. You are entitled to your own opinion.

Mr. SPENCE: I am not telling you at all, I merely attempted to direct a decent question to you; I asked from whom you were drawing your salary, and I resented your attitude very much. However, I don't mind about that at all. I did not know whether you were working for the civil service or for this institute. Are these fellows all professors, or what are they composed of?

The WITNESS: They are scientific and professional men who devote their full time to the work of the civil service.

Mr. SPENCE: Oh, they are special employees.

The WITNESS: They devote their whole time to government work, within the hours set by the Civil Service Act, by the regulations under the Civil Service Act.

The Witness retired.

V. C. PHELAN, President of the Civil Service Federation of Canada; and

J. A. MACISAAC, Second Vice-President of the Civil Service Federation of Canada, called and sworn:

The CHAIRMAN: Are you both going to give evidence?

Mr. PHELAN: If it is agreeable to the committee Mr. MacIsaac will add a word or two at the end of my submission.

The CHAIRMAN: You have not a brief?

Mr. PHELAN: We have not. As a matter of fact, we propose to submit our case verbally, and in accordance with what you said this morning I thought, perhaps, that would better suit the committee.

The CHAIRMAN: Mr. Phelan is the gentleman who speaks now?

Mr. PHELAN: Yes.

*By Mr. Boulanger:*

Q. What is the relation of your membership proportionately to the whole of the service?—A. The proportion of the whole service of those who would be strictly eligible to membership would be 15,000 out of, I would say, thirty-three or thirty-four thousand, of whom some belong to either the Amalgamated Civil Servants for whom Mr. Knowles will speak, or to the Professional Institute for whom Mr. Beauchamp spoke.

We have a submission we would like to make on certain points. We propose to deal with the matter point by point. The first point is on the question of—

The CHAIRMAN: Just a minute. Will you be kind enough to mention the points and then take each one in turn?

The WITNESS: Our first point would be on promotions and classifications.

Mr. GREEN: Are there copies of the brief?

The WITNESS: We have no brief, this is a verbal presentation.

Our second point is on the principle of permanency. Three, is on improvements in the civil service. Four, is on an appeal board. Five, is certain questions touching salaries. Six, is on the problems of prevailing rate employees. And the next point is on hours of work.

Now, on the subject of promotions and classifications. We realize—

*By Mr. Glen:*

Q. Before you begin, Mr. Phelan, are you speaking now as secretary of the organization?—A. No, as president.

Q. With resolutions which embody the opinions of your organization?—A. All of the submissions we wish to make is based on the standing policies of the organization built up on the basis of resolutions approved at our conventions. In other words, I would like to make this clear, that it is not a matter of my own personal opinions.

Mr. GLEN: Mr. Chairman, may I suggest—I presume your presentations will be lengthy?

The WITNESS: I think it will be brief.

Mr. GLEN: Do you prefer that we should let you make your statement without any questioning at all?

The WITNESS: That is optional with the committee. I would suggest, if I might make a suggestion, that we might deal with one particular point and then while the committee have that fresh in their minds they might ask questions about it. We will be very glad to undertake to answer them.

Mr. GLEN: You would like us to keep to one point and let us deal with that one point?

The WITNESS: Yes.

Our first point deals with promotions and classifications. I might say in introducing the subject, Mr. Chairman, that if we voice any criticisms of any persons or any institutions we do it without any malice but solely on the basis of the facts as we see them, and looking to the future rather than to the past.

On the subject of promotions under the Civil Service Act: The right to make promotions is given definitely to the Civil Service Commission. In prac-

[Mr. V. C. Phelan.]

tice, however, it has been our observation,—an observation which was confirmed by a statement made before your committee by one of the commissioners, Mr. Potvin—in practice practically the sole authority for making appointments rests with the department.

*By Mr. Tomlinson:*

Q. Who do you mean by the department?—A. The department is an intangible quantity. Sometimes it is one person, and sometimes another; and sometimes a collection of individuals; but it is not the Civil Service Commission.

*By Mr. Mulock:*

Q. It is not the minister?—A. It is not the minister, no; the minister perhaps would have less to do than anybody else with it. I would not of course suggest that the deputy minister personally looks after it. It is often looked after lower down, more often looked after lower down. The deputy head would very frequently concur in what is a matter of routine, but the actual making of promotions would rest with officers below the rank of deputy minister, in the general case.

Now, one thing as we see it, as possibly important is promotions. If an attempt is to be made to have a fair system of promotions—and there are very cogent reasons for having a fair system of promotions—there should be a high degree of confidence on the part of those whom the promotion system is seeking to serve in the system; and it has been our observation over a period of years that many civil servants—it is impossible to be exact and to specify the percentage—but many civil servants have lost confidence in the fairness of the promotion system; and immediately confidence is lost and immediately that feeling becomes in any degree widespread, the system, even though it continues to be fair, collapses because it fails to serve the purpose which a system of promotion should serve. A system of promotion as we see it should not only work justice to the individuals who are employed in the civil service but it should secure for the public service the advancing of people along the line,—the most efficient people who are obtainable to fill particular positions; and, further, it should be an incentive, one of the incentives at least, which would be held out to those entering the service to give them an encouragement to work industriously in the civil service on the understanding that their industry will later be rewarded by promotion when they have earned it and when opportunity offers itself.

Now, the first suggestion we have to make is that the Civil Service Commission should go back to the Act and should make the promotions. By that we do not mean to say that all authority or all say in the matter should be taken out of the hands of departments. That as we see it was never intended. In fact, the Act specifies that the commission is to act after securing their reports from the department, and obviously the departments must report. But the commission should do more of what it has done too infrequently in the past, namely, it should exercise independent judgment in matters of promotion and should not be deceived or beguiled by specious arguments from departments in favour of promoting people in preference to others, where the promotions are fairly obviously unjust.

*By Mr. Golding:*

Q. Is that now being done? Have you specific cases?—A. Of what?

Q. Where the commission has been beguiled?

*By Mr. Cleaver:*

Q. Beguiled by specious arguments?—A. The committee has listened to a great deal of evidence and has accumulated a great deal, and it would—



*By Mr. Golding:*

Q. You will have to mention it specifically now, I think, if you have any concrete cases. If you have any concrete cases I think the committee would be glad to hear them.

*By Mr. Mulock:*

Q. May I ask you about a couple of specific cases?—A. Yes.

Q. Have you some specific cases to deal with, if not I should like to ask you about a few.—A. I shall be glad to answer you.

Q. Have you any information about John Ray, of the meteorological office at Toronto? I am advised that this man has been holding a position temporarily for two years, although he failed to qualify in an examination.—A. I have not got information about Ray but I have information about a situation where two successful examinations were held for a particular vacancy under different names in the same office.

Q. Thank you.—A. Presumably for the purpose of working in a certain individual.

Q. Do you know about George A. Brown?—A. That is the case I referred to.

Q. J. B. Sims and Donald Forbes?—A. Yes.

Q. Were passed over?—A. Yes.

Q. For the purpose apparently of putting in a particular person although these men were in fact willing to take the position, is that correct?—A. That is the information I have.

Q. And this new examination has practically the same form of requirements as the first one, with a small change?—A. A change in the name, but it was for the same position, as I am informed. In one case the position was called meteorological assistant grade 1, and in the other case it was called clerk grade 2. The information given to us was that it was the same position.

Q. The result was that certain people who had passed their examination were on the eligible and were passed over and a new examination under a slightly different name was called apparently for the purpose of placing one individual?—A. That is the information I have at hand.

Q. Have you any particulars about the case of E. J. Franklin who was brought in, I understand, as a filing clerk at that same place five years ago, and has received promotions until he is now officially designated as an accountant?—A. I have not got the details on Franklin.

Q. Can you obtain them?—A. I could get the details.

Q. I am advised that he was placed over two other employees, one of whom had over 30 years experience and the other was a returned soldier with 20 years experience in the branch.—A. I received verbal complaints to the same effect.

*By Mr. Tomlinson:*

Q. Give us the full report on that particular case.—A. May I just say a word, Mr. Chairman, with reference to the mentioning of specific cases? To what extent should we go in submitting specific cases?

The CHAIRMAN: I will tell you; without mentioning the name of the individual you could mention the position.

The WITNESS: Well, of course, if you mention—

The CHAIRMAN: If you prefer, the whole thing will be told by Mr. Phelan. He is your witness. At times I ask questions, but everyone has the same opportunity.

Mr. MULOCK: If you do not give it to us the committee cannot help you to correct the situation.

[Mr. V. C. Phelan.]

Mr. GLEN: If the witness knows the situation cannot he make suggestions as to how it might be remedied?

Mr. TOMLINSON: It is not a question of being remedied; I want to know the full facts.

The WITNESS: Mr. Chairman, just on that point, we could give you facts, lots of them, but it means mentioning people's names all over the lot.

The CHAIRMAN: Mention them, because that is the value.

Mr. TOMLINSON: We are not worried about that.

The WITNESS: The committee may not be worried about it—

Mr. TOMLINSON: I am not worried about it, I want to know the facts.

Mr. MACINNIS: I am not concerned as to whose name might be mentioned in this, but what I am concerned about is this. Has sufficient evidence been placed before the committee upon which we could make a recommendation in regard to the matter? Is the committee now satisfied as to the evidence already heard and given by the present witness that the commission does not exercise sufficient authority in promotions? If we are satisfied with that any further evidence is of no importance.

Mr. HARTIGAN: I, for one, am not satisfied.

Mr. TOMLINSON: I, for another, am not satisfied.

Mr. MACINNIS: That is what I wanted to hear.

The WITNESS: May I ask a question, Mr. Chairman? Specifically, what is it the members of the committee are not satisfied with?

The CHAIRMAN: They are not satisfied to have incomplete information. They want complete information.

The WITNESS: What constitutes complete information?

Mr. TOMLINSON: We must arrive at a decision on complaints. If there are no complaints it will be said that the system should go as it is.

Mr. MULOCK: The past complaints.

Mr. HARTIGAN: I would move we hear Mr. Phelan's presentation first.

Mr. GREEN: Let him make his case.

The CHAIRMAN: I was just touching on what Mr. Phalen said. I did not ask a question.

Mr. HARTIGAN: Give the man a chance to make his statement.

The CHAIRMAN: It is for you gentlemen to decide. How long will you be if you are not interrupted?

The WITNESS: On the subject of promotions and qualifications?

The CHAIRMAN: No, the whole thing.

The WITNESS: I would say approximately one hour, maybe a little more.

The CHAIRMAN: We will leave him alone for an hour. You will explain your case then I shall ask the members if they have any questions to ask regarding promotions and qualifications, permanency, etc.

Mr. CLEAVER: Mr. Chairman, I am sorry to have to differ from some of my fellow members of the committee. I believe this committee will get much more benefit from the evidence given by Mr. Phelan if, as he completes each individual point a thorough opportunity is given to ask him questions in regard to that branch of his evidence.

Mr. MULOCK: I quite agree with Mr. Cleaver, because even if this is agreed upon now, somebody is going to ask questions before we get very far along.

The CHAIRMAN: It is up to you to decide. I am not going to hold any rule over you.

Mr. GREEN: Let us take it up section by section.

The CHAIRMAN: Now, will you please finish promotions and classifications?

Mr. GLEN: You were on the beguiling period when you were interrupted.

The WITNESS: Mr. Chairman, in the first place I should like to emphasize this, that the Act provides that the Civil Service Commission shall make promotions. One of the commissioners, Mr. Potvin, made the statement when giving evidence, that the commission does not in practice make the promotions, but that they are made by the departments. Now, on that subject of citing specific cases, if I might just deal with that for one moment, I fully appreciate the desire of the committee to receive concrete cases. On the other hand, however, those of us who are actively connected with civil service organizations—certainly my own organization—do not, I hope, lack anything in courage. We are all, however, civil servants ourselves, and in citing specific cases we are more or less launching allegations against individuals; and if we proceed to do that wholesale I do suggest with all deference to the committee that there is no measure of committee protection which can be afforded to us which would be of any validity five or ten or fifteen or twenty years hence.

The CHAIRMAN: I will tell you, Mr. Phelan, that you have the backing not of a party, but of the House of Commons, supporting you in telling us the truth.

The WITNESS: That is quite right; but I would not tell you anything but the truth, Mr. Pouliot. As to what extent and what degree in point of time would that protection extend—

The CHAIRMAN: I will tell you, the guilty will be punished and therefore you—

The WITNESS: Probably.

The CHAIRMAN: —would not have them in your way.

The WITNESS: Some of us, if our health holds, will be in the civil service for another 25 years or so. If we launch allegations upon a fairly large scale, as I think can be done, what about ten, fifteen or twenty years hence?

Mr. TOMLINSON: That is a rather serious statement you are making.

The WITNESS: What?

Mr. TOMLINSON: That you could set out allegations here on a very serious and large scale. If that is the case, I think you should go ahead, come right out and tell us.

The WITNESS: I am sorry, Mr. Tomlinson, but my statement was preceded by "if". I said, "if I proceed—"

Mr. TOMLINSON: Yes. You read your statement. You said, "I probably could on a very large scale."

The WITNESS: I said I probably could, yes.

Mr. TOMLINSON: Now, I think you should go ahead. We will go after you for specific cases.

The WITNESS: That is quite all right; but I have already stated my own view of that, and I do not mind stating further that I do not think the committee would regard this as unreasonable, that those of us who are actively engaged in the Civil Service Federation would like to know just what measure of protection can be afforded to a witness to this extent, not protection for to-day or to-morrow, but for some time to come.

Mr. TOMLINSON: You are under oath, you know. You are under oath, you cannot—

Mr. MULLOCK: He is asking to be fair.

The WITNESS: Have I said anything that—

Mr. TOMLINSON: No. If you are under oath you will tell the truth, I know.  
[Mr. V. C. Phelan.]



The WITNESS: Certainly.

Mr. HARTIGAN: We are going to amend the Criminal Code to cover that, anyway.

The CHAIRMAN: You are asked by 24 leading members of the committee to tell the truth.

The WITNESS: I will.

The CHAIRMAN: You cannot resist.

The WITNESS: No; it is not a question of not telling the truth.

Mr. MULOCK: He is asking us not to ask questions to embarrass him.

The WITNESS: The way in which truth may be told is a different thing altogether.

Mr. TOMLINSON: That is what we are after.

Mr. GOLDING: Mr. Chairman, if a reflection is going to be made on the commission and you have cases in view, cases that you know of where you think they were not dealt with on the merit system, we ought to know of these cases, and the commission ought to know of them.

The WITNESS: The honourable gentleman says, "if allegations are to be made against the Civil Service Commission, or if—" Am I correct in that? I did not say I was going to make allegations against the Civil Service Commission.

Mr. GOLDING: Just read over what you did say then.

The WITNESS: I have not it in writing. It is a verbal presentation.

Mr. GREEN: Let Mr. Phelan make his presentation and question him afterwards. We will never get anywhere this way.

The CHAIRMAN: Please finish promotions and classifications.

Mr. TOMLINSON: I am not satisfied.

The CHAIRMAN: Just wind up promotions and qualifications.

Mr. TOMLINSON: All right; let him finish that.

The CHAIRMAN: Afterwards questions will be asked.

The WITNESS: I did, first of all, state that there had been to quite an extent, a serious extent, a loss of confidence in the system of promotions throughout the civil service. That is a fact, because our officers come in contact with civil servants day in and day out, civil servants from all parts of the country, and one cannot fail to discern that lack of confidence which is fairly widespread in the system of promotions. In the second place, I had cited the evidence of one of the commissioners that the departments practically make promotions and had suggested as from all organizations that the commission should take a more active part in the making of promotions.

Now, we have certain specific suggestions which we would like to make. In the first place, in some branches of the civil service, the Customs and Excise officials association have suggested this for their branch of the civil service, namely the Customs and Excise service, a periodic rating could be carried out so that when promotions come along they would be more or less automatic, automatic in the sense that the rating would have already been built up, based on the efficiency and industry of the employees over a period of time; and it would be a matter there of taking the top one on the list and promoting him to whatever vacancy might occur in the line of promotion. That same principle I have cited, the Customs and Excise service, could be followed in other branches of the civil service to a much greater extent than is being done at the present time.

Now, with respect to the ratings which are set up in each unit of the service for promotions, we would suggest that instead of the usual practice at the present time being continued, namely that the supervisor should rate those

on his staff who are applicants for a vacancy, there should be set up in each unit of the service a committee of three officers of the unit chosen by the department, who would function as a board to question applicants orally if they thought it was necessary, and to question supervisors where that might be necessary, in order to obtain uniformity in the system of ratings within the departments, and in order that the same people would be always making the ratings, and so that they would acquire some skill in effecting that purpose.

Further, we would suggest that this rating board of three in the unit of the service should consist of three officers of about equal standing—of as close to equal standing as possible—so that no one of those officers would be senior to one of the others or two of the others, and therefore one would not be able to dictate what the other two should say. If they were all of like standing in relation to the civil service, it should be possible to secure a better system of ratings for the reason that there would not be any feeling that one was going to displease his chief if he had not rate in a certain fashion.

Further than that, and on the same subject of promotions, we would suggest that there be held from time to time by the Civil Service Commission a general examination for promotions say to about grade 3 or to about grade 4, through which those who applied, tried the examination and qualified would be able to secure promotion to the higher positions when vacancies occurred, either in their own department or in some other department. At the present time the line of promotion is worked in the first instance within the branch; in the second instance, within the department and, in the third instance, within the civil service at large. We feel that there should be some departure from that fairly rigid condition that promotions be confined to the branch in the first place, and that that could be got away from to a certain extent, at least, by holding a fairly general promotional examination for about the third last grade in the civil service, so that young people who had been taken in the service—particularly those who studied their work, studied governmental administration and studied academic subjects—would have an opportunity to try an examination and to sort of rescue themselves from whatever position they were previously holding. That is another suggestion that we have to make.

A further suggestion that we have is this: Where periodic ratings are not possible, we would recommend that written examinations be resorted to in more cases, in order to determine the fitness for promotion. Written examinations, as can be recognized, may be criticized on numerous grounds. That is quite true. It is, in our judgment, however, true that the written examination does offer somewhat more satisfaction to the contestants, in the long run, for the junior position to which I am referring, than is the case with promotions made on a rating—made solely on a rating basis. We are not suggesting that the written examination should be the sole determining factor, but we do think that the written examinations should be held on more occasions than is at present the case. Also on the subject of promotions, I might point out for the federation that the Civil Service Commission, over a period of years, complained in their report to parliament of the dilatoriness of some departments in advising the commission that promotions were to be made. In some cases persons, so the Civil Service Commission state in their annual report, were put in vacancies in an acting capacity and allowed to stay there for some time.

*By Mr. Hartigan:*

Q. In what kind of a capacity?—A. In an acting capacity.

Q. An acting capacity?—A. Yes; and allowed to stay there for a considerable length of time—that is to say, several months, possibly a year or possibly longer—before the actual promotion would be advertised in the branch. Then at the time the promotion was advertised, the person who had been acting in a position had the edge on all others and his promotion became more or less

[Mr. V. C. Phelan.]

automatic, even though in the first instance he might not have been considered, generally, the one who was most suitable to be promoted to the vacancy.

Another question that has come up—and it enters into the case which Mr. Mulock mentioned—is that occasionally we get complaints that a temporary vacancy is established, a new position, which would be a promotion for certain of the permanent employees of the department. Now, if the permanent employees of the department applied for that temporary vacancy, and if they succeeded in heading the list for the temporary vacancy, they are practically precluded from accepting it by reason of the fact that their status in regard to their former permanent position becomes uncertain and definite; and should they not succeed in the temporary vacancy, or should it not eventually become permanent, they would find themselves out of the service. In other words, they might for some years have filled the position which admittedly they are competent to fill, be promoted to a temporary vacancy which they may fill competently, and the position may peter out or they may not fill it competently, and for that reason have to be changed. Then they find that they are just without a position, because their former permanent position will have been filled in the meantime. That is a situation which occurs occasionally, and it is a situation which has possibilities for, to a certain extent—and I am not alleging that is used. I will be careful about that. I am not alleging that is used—gypping people out of promotions. I am not alleging that at all. But I am saying that it does offer the opportunity for gypping people out of promotions, if anybody were so wilfully inclined to use it for that purpose.

*By Mr. Mulock:*

Q. They might even threaten?—A. They might even threaten them with that if they accepted the temporary position. That might happen. I am not suggesting that it does happen. I am just saying it could. That is quite serious where it does occur, and I would suggest that it does not look reasonable that a person who is already permanent in the service and who can qualify for a higher position should, on a technicality, be denied promotion to the higher position; and yet that has occurred.

Now, in the case of ratings, one point which we took up with the Civil Service Commission because we had had some general complaints about it was this: It was stated to us that in some cases persons occupying positions in the civil service, who were called upon to rate for promotion, had actually filled up the rating forms for other persons when the other persons happened to be relatives of the rating officer. Again I am not suggesting that there was any skulduggery about it or anything like that; but it does occur to us that it is an improper thing for one relative to rate another in a competition with people who are not relatives.

*By the Chairman:*

Q. Are there relatives in the civil service?—A. You might find a few. This might be only a theory, but nevertheless you might find a few cases where two relatives would be working in the same department. But we would suggest to the committee that some steps should be taken to see that that could not occur. We took it up with the Civil Service Commission, and the Civil Service Commission was to do something about it. What they may have done, I do not know exactly. But at any rate, it should not be left to any verbal instructions or even to any supplementary instructions. Our suggestion is that if that were not thought important enough to embody in an amendment to the Civil Service Act, it should at least be embodied in an amendment to the regulations made under the act; and it should not, in our judgment, be possible for one relative to rate another for promotion.



*By Mr. Tomlinson:*

Q. Or sit on a board?—A. Or sit on a board, of course, which is the same thing.

Now, in reference to this matter of promotions, one of the commissioners, Mr. Stitt I believe it was, made the suggestion that ratings should be made by a board of three, one of whom would be a representative of the Civil Service Commission, one of whom would represent the department and one of whom would represent the employees. Now, in some cases in such boards we think that quite properly the employees should be represented. This, however, is not one of those cases. I might briefly state our reasons why, in our judgment, Mr. Stitt's suggestion would be wholly unacceptable. It is not the duty of the employees or of the employees' organizations to make promotions. If promotions in our judgment are not made fairly, we would like from time to time to have an opportunity, such as this, to point that out, even if we had to furnish specific cases.

*By the Chairman:*

Q. Do not attach too much importance to that; it was said without afterthought.—A. Which was that?

Q. Just the statement you referred to.—A. About specific cases?

Q. Do not go too deeply into that; because we will take what you say, and we will take what was said, and we will make a compilation of that.—A. Yes. But you have no objection to my continuing with this proposal of Mr. Stitt's?

Q. No, no; go ahead.—A. Talking of office politics, it does seem to us that if one of the representatives of the rating board were a person selected by a popular vote of persons in the riding—I will not say riding; I mean in the branch or division, one of those two—many of whom might be actively interested from time to time in the vacancies for which this man with two others was to rate, it does seem to us that would introduce a type of office politics that would be thoroughly vicious in the civil service. In the first place, I think a representative of the employees who would sit on such a board would have about a dog's life; and, in the second place, human nature being what it is, I do not think that when it came along to the election, there could be other than some thought in the mind of the man who was elected, on subsequent occasions, that so-and-so supported me, and therefore he would be an admirable person for promotion.

*By Mr. Glen:*

Q. Election bribery?—A. Yes; after the event, perhaps. But, nevertheless, in our judgment, the rating officers should be officers representing the government—the Civil Service Commission, if you will—mainly the department; but they should be acting only in their official capacity and should, we suggest, be carefully selected for that purpose.

Now that, save for one further item—

*By Mr. Glen:*

Q. Before you leave that—you have not made your own suggestions as to who should compose that board?—A. We have suggested three officers of the department—three officers of the department of about like standing, so that no one would be able to dominate the other two.

*By Mr. Tomlinson:*

Q. You gave that a short time ago?—A. Yes.

Mr. MULOCK: Now that we are starting to ask questions, I would like to ask a question—

[Mr. V. C. Phelan.]

Mr. TOMLINSON: Are you through?

Mr. MULOCK: —on the subject of promotions.

Mr. TOMLINSON: Are you through?

The WITNESS: Not quite.

Mr. GREEN: Let him finish.

Mr. MULOCK: Go ahead and finish, then.

The WITNESS: Further, on the subject of promotions—and I expect this is a matter which has been brought to the attention of the committee at different times—there are cases of promotion from one class of position to another where no immediate salary increase is provided for. That case arises in instances where the maximum of the salary of the class in which the person being promoted formerly was coincides with the minimum salary which applies to the new position; and that results in a situation where persons wait sometimes a year, sometimes slightly more than a year, before any cash return at all is received in respect of the promotion.

Our suggestion is that means might be found for granting some salary increase, and it would not be large, immediately on promotion in all cases of a bona fide promotion. I am not talking of the reclassification of positions; I am talking of promotions to actual vacancies.

*By the Chairman:*

Q. You know very often that the salary is retroactive to the beginning of the fiscal year?—A. Not in the case of promotions to actual vacancies would that occur very often; very, very infrequently.

Q. I have seen that very often in the files.—A. Is that not more in the case of the reclassification of a position?

Q. In some cases.—A. It is not in the case of a promotion to a vacancy. The requirement is, as I understand it, that the salary increase given on promotion cannot pre-date the first of the month in which the commission is asked to move to fill the vacancy. I might be slightly out on that; but there is a saving rule which prevents the dating back fictitiously of the salary increase in the case of promotions to actual vacancies.

Q. But you know the general rule is the exception?

*By Mr. MacInnis:*

Q. How could a salary increase in the case you mention take place without upsetting the classification?—A. It would not upset the classification, for this reason; there is already provision in the Civil Service Commission's regulations to cover this type of case. There is overlapping in the classes, and in some cases a person might be, we will say, at \$1,260 and he would get a promotion to a class which has no step \$1,260. There is a step \$1,200 and there is a step of \$1,320. Where the preceding salary does not correspond to one of the steps in the new class, they are placed at the next highest in step which, in the hypothetical case I mentioned, would give them \$60 more.

*By Mr. Tomlinson:*

Q. He accepts that promotion at that same salary?—A. Yes.

Q. But he has then placed himself in a position— —A. He is in a better position.

Q. He is in a position to receive a greater salary and becomes acquainted with new work?—A. He is in a better position, that is true. His status is improved and eventually his salary will be improved.

Q. That is what I say.—A. That is quite true. Except in the normal case in employment of any sort a promotion, I mean a real promotion, I do not mean

just some kind of a change or juggling around, but in the case of a real promotion, normally in any class of business a promotion signifies some monetary advantage.

Q. What do you mean by "juggling around"?—A. Well, I will have to be more careful of my phraseology. It need not be a juggling around, but I mean if you just change the rating applied to the position on which the person is already engaged, that is not a promotion in the ordinary sense, and we are not raising this point in connection with that class of case. We are raising the point in connection with the class of case where there is a vacancy, where somebody has retired or left the service or, otherwise, a vacancy has occurred.

*By Mr. MacInnis:*

Q. This is a point of rather less importance than most of the points you are now touching?—A. It is. This does not relate to the fairness of promotions in the ordinary sense. This relates, as we would see it, to an endeavour to make promotions mean something in all cases immediately upon their being granted.

Now, turning next, Mr. Chairman, to the subject of the classification—

*By Mr. Mulock:*

Q. Before you leave the subject of promotions, I said I would wait for a moment or two to ask a question. Has it been drawn to your attention, I will not say the intention of stopping people getting promotions, but that transfers are made where senior officials might be in line for promotions and one is sometimes sent to the west and another brought down to Ottawa which has the effect of removing competitors of one man whom it is desired to promote?—A. We have had from time to time verbal complaints about that being done. We have had verbal complaints of various sorts which would touch on the same point. It has been told to us at different times, and I just repeat it for what it is worth, that occasionally work will be so redivided that if later on reclassification is to occur things will look more favourable for one than for another.

Those cases are probably not very general because that would not be feasible in the case of a lot of departments. In the case of a lot of the service the work is either all the same or it is naturally divided into parts, and it is not so easy to move things around and fix them to suit individuals.

Q. Then I suppose I will have to get down to a particular case. Do you know of a case where one man in the meteorological office was sent to Vancouver or Victoria?—A. I remember his case.

Q. I believe it was Mr. Thorn, one of the senior officials who would be about in line with either Jackson, who was moved out of there down to Ottawa, or Mr. O'Donnell, for consideration for promotion. The result has been in any case that two of the senior officials have been transferred from that office?—A. That was my understanding of it, yes. And Thorn had a lot of difficulties. He wrote us at quite some length about his case on different occasions.

Q. And he is now holding a very responsible position in the west, is he not?—A. In Victoria.

Q. A very responsible position?—A. I understand so. He wrote us different times and we never seemed able to do much for him. But I will say that I was struck by the apparent accuracy of the statements he made.

*By Mr. Tomlinson:*

Q. What was the real difficulty?—A. The allegation was, as presented to us, or the idea was to promote somebody else, to give somebody else the prospective vacancy if and when it occurred; to get Thorn out of the way.

Q. Did you investigate it at all?—A. We can only investigate those cases by receiving the employee's statements.

Q. Did you take it up with the commission?—A. We verbally discussed Thorn's case with the commission, and, as we had a lot of complaints from that

[Mr. V. C. Phelan.]



one office, we spoke to the chairman of the Civil Service Commission, and on one occasion, when the officer in charge, Mr. Paterson, was here in Ottawa, Mr. Bland kindly arranged a meeting between Mr. Paterson, Mr. Bland and myself in Mr. Bland's office. We went over in a general way the complaints which we had from that office. We did not get very far.

Q. What was Mr. Paterson's suggestion?—A. Mr. Paterson alleged that the quality of the work to be performed in the meteorological service in Toronto was such that it called for technical qualifications not possessed by the then employees, generally speaking, I am not saying down to the last degree, but generally speaking by the then employees in the meteorological service at Toronto. That, incidentally, was very strenuously denied by the employees themselves. I am not a meteorologist and I do not know.

Q. From the top man to the bottom man, I suppose?—A. Well—

*By Mr. Mulock:*

Q. In other words, they are bringing new men in and putting them over the heads of people who have had experience in the service?—A. Oh, yes, that has happened repeatedly in that particular case. As a matter of fact, it was alleged that in one instance there was an advertisement sent up to Toronto for some new position in the meteorological service, and the allegation we got was that the advertisement was never posted up in the office but it was stowed away in the Want Ad. column of one of the Toronto daily newspapers where it was noticed by accident by one of the meteorological employees. And this, it was represented to us, was the case where some employee already on the staff—I think it was Thorn, at the time—I might be in error in that particular—could have suitably filled the position; that he was qualified for the work.

*By Mr. Tomlinson:*

Q. Who was bringing the pressure in this particular case? Who was really bringing the pressure on the appointment?—A. Well, the staff did not know. They could only form their own conclusions.

Q. What were their conclusions?—A. Their conclusions were that it was just a matter of, well, wanting to bring some other people in.

Q. Just a straight— —A. Just a straight—

*By Mr. Mulock:*

Q. By the head of that branch?

*By Mr. Golding:*

Q. What qualifications had the people who were brought in?—A. What qualifications had the people who were brought in?

Q. Yes.—A. There, again, I can only quote what was told to us, and what was told to us was that the people brought in had no better qualifications for that particular work.

*By Mr. Mulock:*

Q. And had not the experience?—A. And had not the experience.

*By Mr. Cleaver:*

Q. Who was the man who was exercising this unfair control over the promotions?—A. His name is Paterson.

*By Mr. Tomlinson:*

Q. Where from?—A. Toronto.

Q. What position does he now hold?—A. He is in charge of the meteorological branch at Toronto and replaces the late Sir Frederick Stupart. I forget whether he is called the dominion meteorologist. I rather think he is.

*By Mr. Boulanger:*

Q. Does he make the kind of weather we are having to-day?—A. I would not know that.

*By Mr. Mulock:*

Q. He is Mr. Paterson, not Dr. Paterson?—A. He is Mr. Paterson.

*By Mr. Tomlinson:*

Q. What are his initials?—A. I think, offhand, his initials are J. W.; but I would not be sure of that.

*By Mr. Cleaver:*

Q. Did you interview Mr. Paterson or do anything to ascertain his side of the story?—A. Well, after all, we are conducting an organization of civil servants and we do not—

Q. Do not try to justify yourself, just answer the question. Did you interview Mr. Paterson?—A. Only on the occasion when, as I mentioned, Mr. Bland arranged a meeting of Mr. Bland, Mr. Paterson and myself. Then we went to the Civil Service Commission. That meeting was, I think, in 1933 or 1934. As late as last February—

*By Mr. Tomlinson:*

Q. Let us stay with that meeting which you had in that office. Let us remain with that for a few minutes. What action did the chairman of the Civil Service Commission take?—A. I cannot say he did not take any for I do not know. All I can say is, none that I am aware of.

Q. What was discussed?—A. We discussed the complaints in a general way.

Q. Of this particular department?—A. Of the particular office, yes. And Mr. Paterson described what from his point of view were the requirements of the work in regard to the staff.

Q. Yes.—A. Mr. Bland, the chairman of the commission, as I recall it,—I am only speaking from recollection as it was about four years ago—Mr. Bland asked several questions, I presume, so that he would know what the situation was there, and the meeting just about passed off at that.

Q. Did you make any statements yourself?—A. I mentioned that we had had complaints from members of the staff that they were being overlooked; that vacancies were not being filled by promotions, but were being filled by people being brought into the service.

Q. What did Mr. Paterson say to that?—A. His reply to that was that it was a matter of technical qualifications; that the people already in the service did not possess the technical qualifications required for the vacancies which he considered had occurred.

*By Mr. Mulock:*

Q. What are Mr. Paterson's technical qualifications?—A. I do not know about that.

*By Mr. Tomlinson:*

Q. You have no idea what his qualifications are?—A. If I might, I would suggest that that be secured from the department or from the Civil Service Commission.

[Mr. V. C. Phelan.]

*By Mr. Glen:*

Q. When these representations were made, what could the civil service do to repair the damage, if any?—A. The Civil Service Commission?

Q. Yes.—A. It is very difficult in these matters to repair the damage once it is done. It is almost impossible. However, what always can be done is to prevent a recurrence.

*By Mr. Tomlinson:*

Q. Why would you say it is impossible?—A. Well, I say it is impossible because you work an apparent injustice on somebody else by the time you come around—

Q. On the new appointee?—A. Yes.

Q. You work an injustice when he is apparently in there wrongfully?—A. I say an apparent injustice.

Q. What is an apparent injustice?—A. It is one which may or may not be real, but it would appear to people that it is an injustice. If you have somebody picked up from outside and he tries an examination and gets a job and is in it two or three years, then you come along and prove he did not get the job properly, in the first instance, possibly not through any fault of his own. But then it is pretty difficult to let him go and to go back.

Mr. TOMLINSON: Then the responsibility all goes to the man who passed in the first place.

Mr. HARTIGAN: No, to the man who made the appointment.

Mr. TOMLINSON: No, to the man who passed.

*By Mr. Mulock:*

Q. Are you familiar with competition No. 27741, by which the point was made that this position seemed to be specially made for one man with special qualifications, one E. W. Hughston, a graduate of the Imperial College of Science in London, England, but formerly of Toronto?—A. That is the allegation which has been sent along, yes. I have no personal knowledge of that.

Mr. GOLDING: I know Mr. Paterson very well. I have known him for a good many years. I would be very much surprised if he did anything unfair to anybody. That is my conception of Mr. Paterson. I would like to hear his side of the story.

Mr. HARTIGAN: Did we not have the same thing this morning from Mr. Beauchamp? And should not the institute be able to advise whether they would have a man qualified for such a position as this? They are supposed to be scientific and technical men. They should know if they have people available to fill these positions without getting any outside men.

The CHAIRMAN: That is the point, Mr. Hartigan; but I take it that an overt injustice might be something within the meaning of what has been said by Mr. Phelan; on the other hand it might be clearly shown, an evident injustice; therefore, the word "apparent" has two different meanings.

The WITNESS: Yes, quite right; that is quite different.

Mr. HARTIGAN: One statement jibes with the other.

The CHAIRMAN: It is clearly evident.

Mr. TOMLINSON: It is very evident to my mind.

The CHAIRMAN: That is my understanding of "apparent".

*By Mr. Glen:*

Q. Supposing it happened that this instance you spoke of had occurred in a department what remedy do you think should be applied? For instance, you



have suggested that there should be a rating board, and that that rating board should make periodical examination of all the employees within the department. Should the employee in your opinion have the right to see that rating, his own rating?—A. There are objections to his seeing it, and there are arguments in favour of his seeing it. If you want a system of regular ratings, yearly, quarterly, or half-yearly, it would be desirable in our judgment that the employee should know what his rating is. It is only reasonable to say that if he falls down on one or two important matters that his deficiency should be made known to him. That seems reasonable. There are, of course, some objections to the ratings being shown where the ratings are secured for one specific position. If the officer doing the rating—such objections would be removed to some extent if you had a board of three instead of one individual doing the rating—if the officer doing the rating knows that the way he rates is going to become known to the whole world, so to speak, to the people interested afterwards, we have some thought that that might influence the work of the officer doing the rating.

Q. How are you going to get the rating?—A. On the contrary he might be anxious to show that he was a good sport, a good fellow, and he might not be as conscientious about it.

Q. What value would there be in ratings then?—A. What value would there be in ratings? Well, ratings are valuable only in so far as you have confidence in the honesty of the people making the ratings.

Q. What value would these ratings have to the employee if he does not know what the ratings are?—A. It is a matter of opinion, as I say; there are strong arguments in favour of showing them, and there are arguments in favour of not showing them.

Q. Supposing the rating of a man showed that he was deficient for the position held, what would be the remedy so far as he was concerned; that is, if you have an inefficient individual?—A. You mean, if he does not know what the rating is?

Q. No, if the rating shows that he is not efficient in the opinion of the man making the rating; what would be the remedy so far as the department is concerned?—A. The rating would not be for the position he now occupies, it would be a rating rather for promotion.

Q. He would not get that?—A. Of course, generally, no sir.

*By Mr. Hartigan:*

Q. He would not object to another man being promoted over him?—A. He could not—logically he should not.

*By Mr. Glen:*

Q. Coming back to this question of ratings under the system you propose are you not placing the promotions back into the departments and out of the hands of the Civil Service Commission if the officers are to be appointed from the department?—A. No, because the commission will still exercise a general supervision over promotion.

Q. Correct me if I am wrong. Did you not give evidence that the officers to be appointed would be appointed from the department?—A. Appointed by the department; quite right.

Q. Are you not getting back to this question of promotions by the department?—A. Not if all these ratings go to the Civil Service Commission. When they go to the commission they are very carefully gone into, particularly in the case of people here at Ottawa. For obvious reasons it is not so simple outside of Ottawa. All cases are closely examined by the commission and a close check is kept of all ratings made by a commission consisting of three officers,

[Mr. V. C. Phelan.]

to see that their job is done competently, and that they are fairly standard and uniform about their ratings from time to time.

Q. The proposition then would be that the commission of whom you speak—these departmental officers who would make these ratings—they would make these ratings and the ratings would be submitted to the Civil Service Commission?—A. Absolutely, yes.

Q. Would representations be made before the Civil Service Commission by the employee?—A. Yes. If the ratings are published he could do that.

Q. Would that be a bad thing?—A. There would not be any objection to that—

Q. There would be the same objection as you have already given, namely, in some cases it would be all right and in others it would not?—A. That would depend on whether you intend to publish the ratings. There would not be much complaint on the part of individuals unless they knew what the ratings were. There might be the odd case where they could build up a strong argument against the individual selected and getting the job. If they did not know the ratings, logically, there might not be any complaints.

Q. You are supposed to be looking after the interests of employees in the civil service. Have you any suggestion to make as to whether the departments are not efficient, or whether they are over-staffed?—A. That hardly falls within our purview.

Q. You do not enquire into that?—A. We do not inquire into that; on the other hand we do occasionally—and due to staff control regulations from 1932 to 1935 we did repeatedly get complaints from our membership that offices were under-staffed during the time that the vacancies were not being filled.

Q. You have never had any complaints, of course, from your organization that they were over-staffed in any of the departments?—A. I would not say that we ever got any complaints, I do not recall any.

Q. Suppose the taxpayers of Canada might ask this committee as to whether or not the civil service is over-staffed and more money being paid out than is necessary, what would be your opinion in regard to that?—A. Just this, that it is no part of the policy of our organization either to encourage or to assist in any degree over-staffing. It is not in the interest of any efficient civil servant to see the office he works in, or the department he works in, over-staffed; but in the main it would be difficult to answer. If there were over-staffing in any case it would not fall on the shoulders of the rank and file of the civil servant. It would not be their responsibility.

Q. Your attention was directed to whether employees within the department might not be given an opportunity of qualifying themselves for promotion through the medium of a school; what have you to say as to that?—A. As I mentioned, Mr. Glen, that is one of the items we wish to deal with before this committee.

Q. You will come to that later?—A. Yes, we call that improvements in the service. That is one of our points.

*By Mr. Cleaver:*

Q. What are the elements or the features that you think should be considered in making a fair promotion?—A. You mean, how do you judge as to whether a person is competent for a promotion?

Q. Yes. What are the elements you consider? I presume length of service would be one?—A. That would be one. Education would be another one.

Q. And the third would be the industry of the individual?—A. The industry of the individual and his experience; and then, particularly if it is a case of a position where the person is required to deal with the public, there would be that intangible quantity known as personality.

The CHAIRMAN: Oh!

Mr. GLEN: There you have it again.

The CHAIRMAN: We have not yet succeeded in having it defined.

The WITNESS: Perhaps personality could be explained best by illustration. For instance, suppose two men are running for public office and one of them has personality.

The CHAIRMAN: But you don't define that.

The WITNESS: Well, the public has a way of choosing. They like this one and they don't like that. It is intangible and yet it is real. Supposing a person is going to hire a salesman and there are two men applying. If you are that person you see almost at once that one man will never make a salesman, while at the same time you see that the other man has the appearance of a good salesman because of his apparent personality.

Mr. FOURNIER: But sometimes you would be mistaken.

The WITNESS: I know; nevertheless you feel certain in your own mind that one of them would succeed and the other would not.

Mr. FOURNIER: In which event you might make a mistake.

The WITNESS: Quite true, nevertheless it counts for a lot in life.

Mr. MACINNIS: If you did not take that into account you might make a mistake.

The WITNESS: Quite true. It is there but you cant just lay your hand on it. There is something.

Mr. FOURNIER: There is something in it.

The WITNESS: It is there all right.

*By Mr. Fournier:*

Q. You believe it has a lot of effect in appointments and promotions in the service?—A. It has a lot of effect, and it should have.

Q. That it has?—A. Undoubtedly it has, in some positions. There are other cases where it would not really matter if you are going to have a person doing a type of work on which he will never come in contact with the public. In such a case it would not matter materially whether the individual had a gruff manner, or whether he was not able to carry on a conversation or something of that sort. If you are choosing a person for a position in which he or she will be meeting the public it is different; you need a personality.

The CHAIRMAN: And do you mean that "personality" is something that is not in accordance with the virtue of humility. There are some people who are very modest, who have no appearance at all but who do their work excellently. They are shy, they are like the timid violet that grows in the shade beside the fence. Mr. Phelan, I am sure it has been your experience that many people who have that so called "personality" do absolutely nothing in the office, and that the whole of the work is done by those who have no "personality" at all, and the one who is supposed to have "personality" gets all the credit for the work done by those who apparently have no personality at all, because they have not exterior charm.

Mr. CLEAVER: If we are through discussing "personality" I would ask you to remember that I have the floor.

The CHAIRMAN: Oh, yes; but "personality" had the floor ahead of everybody.

*By Mr. Fournier:*

Q. With your permission, Mr. Cleaver, I just want to put one question. You know the commission has drawn up regulations under which they state  
[Mr. V. C. Phelan.]



that seniority, efficiency and suitability are the three requirements for promotion; you agree with that principle?—A. Yes, we do.

Q. When they are rating for promotions they give ratings for seniority, for efficiency in the position occupied, and for fitness for the position to be filled. Don't you think that is a good principle?—A. Yes, that is thoroughly sound.

Q. Do you believe that is applied by the commission or by the officials of the departments who make the ratings?—A. Well, if I say no, will I be asked to provide specific instances? I would say that generally speaking it is applied. You will always find cases where it is not applied, too.

*By Mr. Green:*

Q. By and large promotions are fair?—A. That would be a large statement to make. I would hardly like to endorse that, but I would say a lot of promotions are very fair.

*By Mr. Cleaver:*

Q. Keeping in mind these three qualities that enter into a fair promotion, you made a statement a few moments ago that the civil servants as a whole had entirely lost confidence in the fairness of promotions made by the commission. Now, as to which of the three qualities, namely seniority, efficiency and fitness, has the commission fallen down in your opinion in making improper promotions?—A. Well, in the first place, if I made the statement, and I do not think I did, that the civil servants as a whole had lost confidence in promotions,—I was not quite that sweeping; I said, if you remember, that it was impossible to estimate the extent—

Q. My understanding of your evidence — put me right if I am wrong — was this, that even though promotions were made fairly it was an unsatisfactory condition if the service as a whole once lost confidence.—A. That is quite true. I made that statement.

The CHAIRMAN: You said many civil servants have lost confidence.

*By Mr. Cleaver:*

Q. I took it from your evidence that you believed on the whole the civil servants had lost confidence in the present system of promotion.

Mr. FOURNIER: He said "many."

*By Mr. Cleaver:*

Q. Don't be misled by what I say. I want to know what you meant.—A. No. I said that many civil servants had lost confidence; and you will recall that I also said it was impossible to assign a percentage to the civil servants that had lost confidence. I said that was impossible. I said we received so many complaints that it was obvious.

Q. I shall proceed a little more slowly. Do you believe the present system of promotions is functioning satisfactorily?—A. No, we do not.

Q. In what way do you believe it is not functioning satisfactorily?—A. You asked specifically about those factors which make up the basis of ratings.

Q. Which of the three factors?—A. As far as seniority is concerned, that is more or less automatic, so you could not fairly say that that caused any trouble of any kind.

The CHAIRMAN: It is overlooked in some cases.

*By Mr. Cleaver:*

Q. So far as educational fitness is concerned, that also can be covered by written examinations.—A. A great many promotions—in fact I expect many more than half of the promotions—are made without any written examination being held.

*By Mr. Fournier:*

Q. Far more than that.—A. More than that, yes.

*By Mr. Cleaver:*

Q. So I take it the point where unsatisfactory promotions would be most apt to occur would be with respect to a man's actual work in the department?—

A. That, and his assumed fitness for the new position. After all, it is not a difficult thing for two people to size the same situation up differently; and when it comes to ratings, as to fitness for the new position, I might lay more emphasis upon one particular kind of previous experience and another man might not do that. He might not consider that previous experience of any particular value, so that it is a case of estimating differently.

Q. Then, did I understand you correctly when I understood you to say that in your opinion the Civil Service Commission should reassert its right, and should assume full charge of promotions?—A. Yes, quite right.

Q. Well, then, you recommend—A. May I interrupt—full charge, of course, always subject to getting necessary reports from the departments.

*By Mr. Tomlinson:*

Q. From the board that you recommend.—A. It would be the departments.

The CHAIRMAN: After Mr. Cleaver is through I have some questions to elucidate that point.

*By Mr. Cleaver:*

Q. Your suggestion is the department should set up a rating board composed of three men. Who in the department do you think should choose this rating board?—A. Well, it could be chosen by the deputy head of the department.

Q. You would suggest the deputy head be responsible for the choice?—A. Yes.

*By Mr. Fournier:*

Q. Why not the minister?—A. Why not the minister? Well, it would not matter whether the minister—it would be, I believe, more in line with custom to say it would be the deputy head. As you will recall, in the legal interpretation of the statute, the term "head" and "deputy head" are for practical purposes interchangeable. Where the deputy head functions in a certain capacity it may also be read as "minister."

Q. Not in the application of the Civil Service Act?—A. No, but it is the general practice.

*By Mr. Cleaver:*

Q. I wonder if you would give us your answer in English, and tell us what you mean in plain language?—A. What I mean is this: if the deputy minister had to select the rating board it could be—

Q. Do you recommend the deputy or the minister?—A. One or the other, or both consulting together. In the ordinary case the deputy head would consult the minister anyway.

Q. Your suggestion also was that these three men should hold as nearly as might be possible equal rank in the department?—A. Quite right.

[Mr. V. C. Phelan.]

Q. Any member of the board would not have the ability to overawe the other gentlemen and force his opinion on them?—A. Quite right.

Q. How long would you appoint these men for?—A. Well, they would be appointed until the department finished with them.

Q. Permanent appointments?—A. Permanent appointments, more or less, yes. It would not be a full-time job, just incidental——

*By Mr. Fournier:*

Q. They are there.—A. It would be incidental to their other duties. There would not be enough work to keep men busy at it all the time. It would be a case of meeting only now and again when the need arose.

*By Mr. Cleaver:*

Q. What assurance would you have that that system would work any better than the present system? Once again, I am not trying to criticize your suggestion. I am just trying to find out how it will work. If it did not work properly what redress would you have?—A. You would not have very much redress. Where you have three men you have the law of averages operating in your favour. If one of them has bad judgment, you still have the chance that the other two have good judgment. Where it is left to one, if he has bad judgment then the system collapses right away. You have a better chance of getting a board of three to act properly in that case than you would have with an individual——

*By Mr. Fournier:*

Q. Why not six?—A. Well, the idea of three is to get more than one, and more than two. Five or six would be perfectly satisfactory.

MR. TOMLINSON: You would never reach an agreement if you had five or six.

THE WITNESS: You might not.

*By Mr. Cleaver:*

Q. What routine do you suggest these three members of the rating board should go through in establishing their rating?—A. They should call in the applicant for an oral examination, just as the board established by the Civil Service Commission for new appointments does. They could call the supervising officers of the people who are trying the questions as to the applicant's apparent ability. They could call in the officer who is in charge of the position which is vacant and ask him to describe the position.

Q. I do not get that.—A. Well, what I mean is this, that after the position——

Q. I understood you to say that the rating board should function at all times periodically irrespective of vacancies and without having vacancies in mind, simply as a rating board to rate the work, at least for all the different civil servants.—A. The system would be too varied to-day to suit the needs of that particular case. Now, there are classes of work which you can measure quite carefully by the daily production, and also you can check up errors. For instance, that is true of work on statistical machines. You can measure volume, the physical volume of work that a given clerk will perform in a day, and you can count the number of errors he makes, and therefore the rating system as far as work is concerned can be more or less automatic; but where you have a number of varied classifications owing to the fact that the work in its particular nature is varied, these regular rating systems would not work out in the same way

Q. No. I am directing my questions on the regular question as to whether they would work out, and I am asking you as to what steps the rating board



would take to arrive at their conclusions, and I have had two suggested sources of information, one from the candidate himself and the other from the supervisor of his department.—A. Yes.

Q. Now, would they do anything further than that?—A. A third one would be to have the supervisor in whose division the position is vacant—you have, after all, to take into account—

Q. If you have no vacancies at all?—A. Oh, well, there would then have to be an attempt to rate without reference to the position, unless you had in mind a very specific and very narrow line of promotions; that is to say, if the only vacancy to which any one of those people you are rating could be promoted was such-and-such a position, one specific position, they would have to take into account that position when rating the people. But, after all, a general rating would have some value, but it has to be related to a vacancy to which a person is going to be appointed to have full value.

Q. We have heard very full evidence to the effect that in the old country a general rating is kept as to all civil servants, irrespective of having in mind an individual promotion. Ratings are kept on the work turned in by the official. Now, going on from that, if an unfavourable rating is given against a servant in the department, to whom would you suggest he should have the right to appeal if he thinks the rating is unfair?—A. Well, the Customs Association, which is affiliated with us, has put in a brief to the chairman of the committee in which they recommend a particular system applicable to the customs service, and they recommend an appeal board to which the employee may go in order to appeal against his rating.

Q. Composed of whom?—A. Composed of three officers, none of whom should be on the initial rating board. I am speaking offhand, but I think they mentioned the district inspector as one of those to be on the appeal board.

Q. You have given this particular problem a good deal of thought, far more than I have. Whom would you suggest should compose the appeal board?—A. Well, that is to say, to appeal against a specific rating?

Q. Yes.—A. Well, it might not be quite legal practice, but in the main we would suggest that the rating board itself hear appeals against its own ratings.

*By Mr. Tomlinson:*

Q. Like the Farmers Creditors' Arrangement Act?—A. Yes, that is quite true. I preceded my remarks by—

Q. We have had fine results from that.—A. I did say that might sound an illogical arrangement, and yet we do not want to get too many boards or committees, and I was going to advance our suggestion for a general appeal board to which cases might be taken, a board outside of the department to which cases might be taken by the organization of employees if it could be established that a given rating was not functioning as it had been intended.

*By Mr. Cleaver:*

Q. Would you think that appeal board should be an elected board?—A. I think a general appeal board.

Q. Yes; it should be an elected board?—A. One member of which, we would suggest, should represent the civil servant.

*By Mr. Boulanger:*

Q. What would you think of a court?—A. A court?

Q. Like the Exchequer Court, for instance?—A. Well, there would be arguments in favour of that. I could see some against it. One argument against it is that you do not want in these matters to get too legalistic. When you start going into courts, you get away from the informality which you might have if

[Mr. V. C. Phelan.]

you had just a specific board set up to deal with civil service problems—just in the same way as the provinces set up workmen's compensation boards to keep a certain class of cases out of court.

Q. But you would have more independence in court?

*By Mr. Cleaver:*

Q. Let us follow that to its logical conclusion. Your present system of promotion is that a deputy minister will assist in setting up a board of selection. Is that not true?—A. The present system?

Q. Yes?—A. The one functioning today?

Q. Yes.—A. Well, a board of selection?

Q. The deputy minister assists in setting up a board of selection?—A. I would hardly call it a board of selection.

Q. What would you call it?—A. Well, there are rating officers. They are not a board.

*By the Chairman:*

Q. Whatever their name is, they are there to make a rating?—A. Yes; but in a lot of cases today there is no board which makes the ratings; the ratings are made by individuals.

Mr. TOMLINSON: We will soon have all the civil servants occupied, if we keep on.

*By Mr. Cleaver:*

Q. Well, by what individuals?—A. Well, the ratings are put in by the officer immediately in charge; then the ratings are reviewed by a higher officer who more or less says what he thinks about the situation.

Q. The ratings are first made by the man who should have the best opportunity of knowing the capacity of the individual and the work which he is doing?

The CHAIRMAN: Hear, hear.

The WITNESS: That is to say, by the person immediately in charge?

*By Mr. Cleaver:*

Q. Yes?—A. Yes.

Q. His immediate superior?—A. Yes, that is right.

Q. He is the man who should have the best opportunity of knowing the work which that individual is turning in. Then you say that recommendation is reviewed by whom?—A. By an officer, of higher rank.

Q. In the same department?—A. In the same department. One is called a rating officer, and the second one is called a reviewing officer.

Mr. TOMLINSON: Who is he?

Mr. FOURNIER: He is in the higher position to the other man.

The WITNESS: He might be any one.

Mr. TOMLINSON: How high does he go?

The CHAIRMAN: Above the clouds.

The WITNESS: I take it that he might be the chief of the branch or might be a deputy minister.

*By Mr. Cleaver:*

Q. I take it that the change you are suggesting is that each department should have three rating officers of equal standing, acting as one?—A. As a committee.

Q. Acting as one unit.—A. Each unit rather than department. You have got the geographical problem to deal with. It would be unsatisfactory to have a rating board in the city of Ottawa rating for the post office at Vancouver or the customs house at Halifax.

*By Mr. Green:*

Q. How would you do it in Vancouver?—A. Have a rating board locally.

Q. In each department?—A. No, not the smaller departments; there would be variations.

*By Mr. Tomlinson:*

Q. What would you say about the Civil Service Commission being an appeal board?—A. Being an appeal board?

Q. Yes; we pay them a lot of money.—A. The Civil Service Commission?

Q. Yes.—A. Well, you mean an appeal board for this one purpose or a general appeal board?

Q. They could appeal their case to the Civil Service Commission?—A. Yes—the ratings only? Do you mean that?

Q. Anything.—A. On any point?

Q. Yes, a general appeal board?—A. No. That would be objectionable for the reason which we discussed a moment ago, that we might be appealing against something the Civil Service Commission had done.

*By Mr. Fournier:*

Q. Mr. Phelan, the actual system is this: A rating officer gives a rating for seniority and fitness?—A. Yes.

Q. I am speaking about promotions.—A. Yes.

Q. And there is a reviewing officer in the department in which this candidate who wants to be promoted who rates on fitness—I mean, before seniority and efficiency?—A. Yes.

Q. There are only two men that give out ratings. The commission takes the full responsibility of promotion.—A. That is quite true.

Q.—according to this rating?—A. That is quite true.

Q. Two commissioners stated here that they only had this supervising authority in promotions, and that they did not make the actual promotions. Am I correct in that?—A. Well, you would know that better than I would. I remember distinctly Mr. Potvin's statement. I would not say as to the other.

Q. I understand that the commission has hardly anything to say in promotions. They take in the ratings from these two officers and issue a certificate of promotion. That is the procedure.—A. Well, it is so difficult to say that they have not anything to do with promotions. That is our belief, that they have very little to do with them.

Q. They only rate on seniority, because they have records to that effect.—A. There is one thing they do, though, and that is this, Mr. Fournier: In certain cases, suppose the department puts in ratings of six individuals and those ratings almost coincide—they are almost the same ratings. They will then call for a written examination. It is a matter of breaking a tie.

Q. It is very seldom they hold written examinations?—A. It is very seldom they hold written examinations, yes.

*By Mr. Green:*

Q. They have the power of veto?—A. That is the power of veto—you mean veto a particular rating? Well, they could send it back to the department and ask them if they wanted to change it.

[Mr. V. C. Phelan.]



*By Mr. Fournier:*

Q. As the act stands, the commission is responsible for promotions?—A. As the act stands, yes; definitely.

Q. And they have got to rely on the rating officer and the reviewing officer in order to make the decision?—A. Well, you say they have to rely on them. Apparently, at the moment, they do rely on them; but I would not agree that they have to rely on them absolutely. I would not say so.

Q. Actually, I understand, they have not a sufficient staff to go into each case?—A. That may be. That is a question of a different order.

Q. Do you believe that we should try to give more powers to the commission to apply this principle or do you believe that we should revert back to the departments, as they do in England, for the promotions?—A. We believe that the commission now has the legal authority, all the legal authority that is necessary. What we believe is that the commission should be induced to exercise that authority. After all—and I might make this observation here, if you do not mind—in this matter of promotions where you are basing promotions, we will say, on ratings, those who are dealing with these ratings from time to time should—and I dare say do—learn certain things. For example, if ratings for ten junior clerks go to the commission, and if one of those clerks is rated at the equivalent of about 100 per cent and the other nine are rated at about 75 per cent, it is a case that would bear investigation, one would think. One would think that the mere fact that one stands head, neck and shoulders over the other should not necessarily be taken at its face value. Some inquiry ought be made. After all, it could be, of course, thoroughly genuine. There is nothing to prevent that. But the odds are against it.

*By Mr. Tomlinson:*

Q. There is your appeal board right there, is it not?—A. The Civil Service Commission, you mean?

Q. Yes.—A. Well, yes, if——

Mr. FOURNIER: It is a checking board.

The WITNESS: If the Civil Service Commission would function in that capacity.

*By Mr. Tomlinson:*

Q. They are not doing that now, are they?—A. I do not know. All I do know is this: I can only draw conclusions from what has happened.

*By Mr. Hartigan:*

Q. They already told you that departmental politics came in?—A. Well, the Civil Service Commission will tell you that they call for written examinations in promotions where ratings are close. We knew from experience that those written examinations are seldom called for. Therefore, you have a right to conclude that the ratings must seldom be close, that there must be quite a disparity between number one and number two when the ratings come in.

*By Mr. Fournier*

Q. To remedy this situation, you suggest a board of three men?—A. Yes.

Q. You suggest a board of three men of equal rank, to give the ratings instead of this one officer?—A. You are quite right.

Q. Would you suggest three men for the actual rating of the position he holds now and three for rating the fitness for the future position?—A. No, three men altogether.

Q. Three men altogether?—A. Yes.

Q. It was suggested by someone that there should be three for efficiency and three for fitness.—A. Oh, well, I could not see why that would be. After all, the two things are closely related.

Q. Then, come on back to the three men. Would you suggest one representative of the employees on this?—A. No, definitely not. I dealt with that point before.

Mr. SPENCE: He said that before.

The WITNESS: Definitely not. It would be objectionable.

The CHAIRMAN: I have been listening here, and I have understood nothing. I may be dumb, but I understand nothing in all that. I understand absolutely nothing in that system. I do not see that there will be any improvement in it. I understand absolutely nothing. In the first place, it is clear to all that the rating can be made only by the man who is over the employee. If I work for Mr. Tomlinson and he is my immediate chief, he knows of the work I do; he knows if I wash my hands before coming to the office.

Mr. TOMLINSON: Or wash behind the ears.

The CHAIRMAN: He knows if my work is good—and he knows if I am punctual. He knows if I spend my time reading the papers in the office or if I chew gum or if I do things like that. He is my immediate superior. Therefore, he is the only one who knows the kind of work that I do. It is not the chief of the branch, a man who is in another office all by himself, who knows the kind of work that I do. Therefore, it is absolutely absurd to have the chief of the branch decide upon the fitness, personality, punctuality or any other quality of an individual whom he does not see perhaps once a month. Therefore, the only sensible way to make a rating would be to have the rating made by the man under whom I work, the man who is familiar with my work and who is familiar with my behaviour in the office. Therefore, rating is necessary. In the second place, that rating must be open, for two reasons: In the first place, because I will see where I am wrong. Let us suppose that Mr. Tomlinson says that I am not punctual. If it is unfair, I will go to him and I will say, "Mr. Tomlinson, you say that I am not punctual. I always arrive here at nine o'clock, and the book is there to show that. Why do you put that in?" If the rating is open to the branch or to the people who work together in the same unit—I mean, the very small units—they can check it; and if I am marked as punctual when I am not, then they will say, "There is favouritism." Then, Mr. Tomlinson, it will be impossible for you to do that for me, when you treat other fellows who are with me differently. That is why I cannot see how anybody else outside of the small unit there can judge of those qualities which are essential for good service. Therefore, it shows the importance of ratings, but not ratings made on the lines on which they are now made. They are foolish, stupid and absurd. They do not stand. For instance, take seniority. That is all right. Seniority is on record. It should appear. But it is not made by the chief; it is made by the employee himself when he gets in the service.

Then, take efficiency. Well, efficiency depends on several factors. Efficiency depends on punctuality. It depends on neatness in work. It depends on the way the work is done. Here I have something that comes from I do not know where. It is called the "Civil Service compendium." I do not know if it comes from the Department of Customs or where, and it is applied to your employees. Here are the qualities that are called for:

Knowledge of the branch. Well, a stenographer who takes dictation from morning till night, who transcribes the morning after, or who takes dictation in the morning, and transcribes it in the afternoon, has no knowledge of the branch. She is only a stenographer—she takes letters that are dictated to her by her chief, and she transcribes those letters. She has a very little, limited knowledge of the branch, unless she does some higher work in the department. How can

[Mr. V. C. Phelan.]

we expect a person in the department, in a small unit of a department, to have knowledge of the whole department? It is absurd.

The second quality is personality and force of character. There is personality again, and force of character. No one can define it. No one knows what it is. It is a matter of petting. If one fellow likes another, the other fellow has personality. If he does not like him, he has no personality. If he is cross-eyed, he has no personality. Well, well, well. How can you put dependence on the judgment of a stenographer who types or on a filing clerk? They have some documents to put in order. It is merely mechanical work they do. It is not so much a matter of judgment as a matter of order—order in the work. And now we have power of taking responsibility. The stenographers do not take any responsibility they take dictation.

And now initiative. Very fine. There is too much initiative at the start, and that is why blunders are made.

Accuracy. That is all right; but the stenographer must transcribe literally the dictation that is given to her.

Address and tact. Naturally.

Then, power of supervising staff. Then we have zeal and official conduct. A civil servant must be clean, he must be polite and he must be obedient to the orders received provided they are reasonable. Therefore, the important thing in all that is to have sensible forms of ratings made, ratings that mean something, ratings that speak and not ratings with big words that mean nothing. And those ratings should be made by the man who is there in charge of the employee and who knows more about the employee than the chief of the branch, the deputy minister or the minister himself, except if the employee happens to be in the office of the minister. Therefore, gentlemen, we have these ratings. They should be monthly ratings. It is very easy for a man in charge of a small unit like that, or part of the unit, to make monthly ratings on those employees. And will an examination be necessary for promotion? The promotion should be given to those who have the best rating. And they should be open ratings, open to those who work together in order that favouritism cannot exist. It is very simple.

Now with regards to boards. The promotions should be normal. It means that if a vacancy occurs the senior employee should take it provided he has good marks on the ratings. Then, gentlemen, if an injustice is done, there should be a board, but a board composed of some one of the department named by the minister, because I respect the authority of the minister. In the second place, there should be two others from two other departments appointed together by order in council for that very department. Afterwards, they would go to other departments, and you would have some kind of uniformity. Uniformity does not now exist in the service. If we have several boards that are not linked together, we will have no uniformity in the departments and we will have the same mess as exists now.

I have never been struck by big words that I do not understand; but I know my business, and I have employed people. I have retained my secretaries for years. The first one was a boy, I kept him for six years; the other one for seven years; another one for eight years, and another one who is starting with me will stay as long as she likes, because she is competent. She knows the work I exact from her. Therefore, it must be done like that in the departments. If there is favouritism in the departments, it is because everything is hidden, everything is done in the dark and nobody knows about it.

How can the chief of the branch decide upon the punctuality of one man who works under him whom he never sees? How can he decide upon his or



her neatness, both as to her person and her work? He knows nothing about it. It would be most unfair and unjust to the employee. And we show Mr. Phelan that we know our business just as well as he does.

Mr. SPENCE: Do we adjourn now, Mr. Chairman?

The CHAIRMAN: We will adjourn until to-morrow at 11 o'clock.

(At 6.05 p.m. the committee adjourned until 11 a.m. Thursday, June 23, 1938).

## APPENDIX No. 1

## REPORT ON NUMBER OF GOVERNMENT EMPLOYEES 65 YEARS OR OVER

Over 65 years of age there are 446 employed by the government and 104 over 70 years of age. W. J. Ward, Liberal, Dauphin, was informed by Secretary of State Rinfret in the House of Commons yesterday afternoon. Of the 446 over 65, 262 have completed their superannuation payments after 35 years and 41 have received promotion and higher salaries since they ceased such payments.

Departments—	Over 65	Over 70	Completed superannuation payments	Promoted after ceasing to contribute to superannuation
Agriculture.. . . .	36	2	3	0
Archives.. . . .	5	6	2	1
Auditor General's.. . . .	4	0	3	1
Civil Service Commission.. . . .	1	0	1	0
Comptroller of Treasury.. . . .	7	1	19	3
External Affairs.. . . .	1	0	2	2
Finance.. . . .	6	2	3	0
Fisheries.. . . .	8	1	3	0
Governor General.. . . .	0	0	1	0
Justice.. . . .	7	1	3	1
Labour.. . . .	3	0	0	0
Mines and Resources.. . . .	11	0	17	2
National Defence.. . . .	19	3	4	0
National Revenue.. . . .	41	1	30	5
Pensions-Health.. . . .	19	5	3	1
Post Office.. . . .	59	2	106	11
Privy Council.. . . .	1	0	5	2
Printing.. . . .	13	1	15	5
Public Works.. . . .	112	22	21	6
Secretary of State.. . . .	5	2	8	0
Trade and Commerce.. . . .	5	0	4	0
Transport.. . . .	92	55	9	1
	446	104	262	41

In the customs and excise divisions of the Department of National Revenue there are 21 of the 33 over 65 now on retiring leave. In the Post Office Department 15 are on retiring leave.

TEXT OF SUBMISSIONS BY THE PROFESSIONAL INSTITUTE OF THE CIVIL SERVICE OF CANADA TO THE SELECT SPECIAL COMMITTEE APPOINTED BY THE HOUSE OF COMMONS TO ENQUIRE INTO THE OPERATIONS OF THE CIVIL SERVICE ACT, AND ALL MATTERS PERTAINING THERETO, SESSION 1938.

The Professional Institute of the Civil Service of Canada was formed in 1920 "to enhance the usefulness of the Service to the public, to maintain high professional standards and to promote the welfare of its members."

Our organization number some 1,300 members occupying government positions in all parts of Canada as well as outside of Canada. The membership embraces 34 professional groups and 7 regional groups, as shown in the Appendix, and includes approximately 70 per cent of the technical, scientific and professional personnel of the Service.

We appreciate the opportunity afforded to make submissions to the Select Special Committee and believe its terms of reference will permit of a comprehensive investigation into the operation of the Civil Service Act, as well as into the application of administrative policies and employment conditions throughout the Civil Service.

The Professional Institute wishes to present the following points for the consideration of the Select Special Committee: —

### 1. *Merit System*

The Institute wishes to reaffirm its complete confidence in the merit system of appointments to and promotions in the public service in keeping with the guiding principle in the Civil Service Act.

#### Explanation

We believe that recognition of the merit system is an essential condition to the development and maintenance of an efficient Civil Service, and we are unalterably opposed to any course of action that would weaken or tend to weaken such a system.

### 2. *Permanent National Civil Service Council*

We believe that the public interest would be better served if members of the Civil Service of Canada were accorded a greater voice than in the past in the determination of their conditions of employment.

#### Explanation

In this connection we request that the provisions of P.C. 970 of the 7th May, 1930, be given effect to. This Order in Council is the report of the Committee of the Privy Council which approved a report dated May 6th, 1930, from the Minister of Labour recording adoption by the House of reports from the Select Standing Committee on Industrial and International Relations. There was endorsed by this action "the principle of the establishment by the Government of a National Civil Service Council... to consider and advise the Government upon matters of mutual concern to the Government and civil servants in their respective capacities as employer and employees; also, as to the establishing of any other consultative and advisory machinery that may be required."

We would expect that with such a Council operating, all proposed measures designed to affect the conditions of employment of civil servants would be referred to the Council for study and report. The advantage of this procedure will be readily realized.

### 3. *Removal Expenses*

We recommend that the regulations of the Treasury Board covered by Treasury Board Minute No. 173252, dated November 9, 1937, pertaining to removal expenses be rescinded and that provision be made under Section 50 of the Civil Service Act to authorize payment by the Government of all expenses associated with the transfer of an employee from one part of the country to another, whether or not a compensation increase is consequent on transfer. The Professional Institute submits that regulations in question operate to the detriment of the country's interests, and are not in accordance with the standard practice of commercial organizations, banks and private companies.

#### Explanation

Representations in the above respect have been made by the Institute on previous occasions. The Treasury Board ruling now under discussion represents a compromise on the submissions of the Institute as compared with the previous regulations governing this subject which were in effect since 1871. The present regulations acknowledge the principle of the government defraying removal expenses of employees in the case of transfer except that in cases where increased compensation is involved, the employee must contribute the total increase in salary during the first year in the new position towards such expenses. We submit that this policy penalizes the employee transferred and in some cases prevents the best qualified officer accepting transfer. The policy tends to restrict applicants for the higher positions, which occur chiefly at Ottawa, to those already in the Service at Headquarters and is a handicap to efficient departmental admin-



istration. Furthermore, the ruling is contrary to the practice carried out by various private organizations, to the procedure followed by the R.C.M.P., the Militia of Canada, and the Canadian National Railways, and is not in the public interest.

#### 4. *Private Secretaries*

We submit that Chapter 40 of the Statutes of Canada, 1932, 22-23 George V, being an Act to amend the Civil Service Act (Private Secretaries), should be rescinded in view of the fact that its application seriously affects normal and well-merited promotions in a large number of cases, resulting in unrest and dissatisfaction among the officers of the Service so affected.

##### *Explanation*

The Act provides that a private secretary to a Minister of the Crown, or other member of the Government or to the Leader of the Opposition, who has acted in that capacity for a period of not less than three years, shall, on the retirement of such minister, etc., be appointed to a permanent position in the public service classified not lower than that of chief clerk, the salary range for which runs from \$3,120 to \$3,720. Nothing in the Act precludes his appointment at even a higher salary and the Institute submits that, in general practice, automatic or mandatory appointment to such high positions is contrary to the merit system and the principle of promotion underlying the Civil Service Act. Sir George Murray in his report on the Civil Service of Canada, presented to Government in 1912, condemned the practice in very definite terms. (See Sessional Papers 57a to 153a, Vol. XLVIII, No. 27, 1913.)

#### 5. *Leave Regulations*

We recommend the following in respect of leave regulations:—

##### (a) *Establishment of Vacancy on Retirement of Employee*

That, pursuant to the recommendation of the Select Special Committee, 1932, regulations be now established under the provisions of sub-section 2 of Section 47 of the Civil Service Act to authorize the immediate filling of vacancies caused through the retirement of employees by payment of a gratuity equal to the amount of the salary he would have received if he had been granted such leave of absence.

##### *Explanation*

Subsection 2 of Section 47 of the Civil Service Act, enacted in 1932 on the recommendation of the Select Special Committee, provides for the establishment of regulations to enable the department concerned to establish a vacancy immediately upon the retirement of a civil servant through immediate payment of a gratuity equal to the amount of his salary for the period of retiring leave. The Committee's recommendation, on which the enactment of subsection 2 of Section 47 was based, stated in effect that such a course would promote greater efficiency in the Civil Service.

We are not aware that this policy is being carried out and submit its non-application is not conducive to the efficient conduct of public business and is unfair to those charged with the performance of the extra duties involved while the position remains unfilled.

##### (b) *Leave Based on Aggregate Service*

That Civil Service Regulation No. 73 be amended to provide that retiring leave shall be based on aggregate service instead of on continuous service as at present.

##### *Explanation*

Having in mind that many employees in the Service are engaged in capacities involving only part time employment for periods of many years, it is submitted

that in fairness to such employees and to those who have had lengthy periods of broken service previous to permanent or continuous employment, provision should be made to allow retiring leave commensurate with service rendered. The Civil Service Superannuation Act gives credit for such periods of broken service and it is felt the same policy should apply in computing retiring leave.

(c) Leave for Special Studies

That provision be made in the Civil Service regulations to enable officers, under proper safeguards, to take leave of absence with pay, or to accumulate holidays for the purpose of pursuing special studies or undertaking departmental research work at educational institutions or scientific laboratories.

Explanation

This policy would result in increasing the efficiency of the scientific, technical and professional workers of the Service, who would thus be enabled to keep abreast of progress.

Sir George Murray's Report on the Civil Service, presented to Government in 1912, emphasized that a distinction should be drawn between those branches of the Service which are of a clerical or administrative character, and those in which technical or professional knowledge is required. The application of the policy now suggested would appear to be fully supported in the provisions of Section 40 of the Civil Service Act (1919), second session, c. 10, s. 4.

This policy is now being carried out to some extent, but it is felt that a more uniform application of this practice would better equip workers engaged in specialization to contribute a greater measure of benefits to the country at large.

(d) General Survey

That an early general survey be carried out with a view to the revision of leave regulations through the establishment of a conference of representatives of interested parties including the Civil Service Commission, Treasury Board officials, and representatives of Civil Service organizations.

Explanation

It is believed that this recommendation requires no detailed explanation. As suggested by the Chairman of the Civil Service Commission at a previous sitting of this Committee, it is felt that the regulations governing leave should take into consideration the length of efficient service of the employee. It is pointed out that in the British Public Service regulations affecting leave are based on length of satisfactory service and responsibility of office.

6. *Political Partisanship*

We recommend that, by regulation or amendment to the Civil Service Act, the words "partisan work" in subsection 1 of Section 55 dealing with political partisanship be defined and that provision be made whereby any employee charged with such offence shall have the right of appeal and of judicial hearing before dismissal from the Service. Furthermore, we submit that the charge of "partisan work" should be in the form of an affidavit and that copies of such affidavit should be supplied to the person so charged, to the Justice Department and to the Civil Service Commission. The Professional Institute considers the existing legislation and allied Orders in Council make inadequate provision for the equitable disposal of political partisanship cases.

Explanation

The time at the disposal of the committee may preclude the study such an important matter deserves. Hence, we suggest that the committee consider the advisability and expediency of recommending in its report to the House of Commons that the whole question be thoroughly reviewed with the object of

establishing some definite and uniform procedure founded on principles of British justice. The procedure devised might make provision for the hearing of all charges of political partisanship by a judge of the Superior Court; or as an alternative by a commissioner of inquiry appointed by a judge of such a Court, in which case the submission of all evidence and findings should be made to the department of Justice for final decision.

#### *7. Adjustment of Anomalies in Service*

Paragraph (b) of Section 4 of the Civil Service Act defining the powers and duties of the Civil Service Commission stipulates in part that the Commission shall "upon request of the head of a department, investigate any matter relative to the department, its officers, clerks, and other employees." The Professional Institute believes the words "upon the request of the head of a department" are restrictive and conditional in character. We are strongly of the opinion that the Civil Service Commission should investigate without request of the head of a department, and at least once every two years, each service in a department, and where anomalies are found to exist in the organization or the classification of any department or as between departments, it should be incumbent on the Commission to effect the necessary adjustments.

#### *Explanation*

Wide diversity exists as between different departments, in the grades of professional and scientific employees carrying on work of similar importance and entailing equal responsibilities and qualifications. This is a continuing cause of dissatisfaction on the part of employees of services which are under-classified, and this known condition is frequently permitted to continue several years. In many cases employees are required to carry on work involving increased responsibilities over periods of ten years or more, with inadequate rates of compensation.

We believe that if the Commission's present personnel is inadequate in size for the purpose of such periodic surveys, its Organization Branch should be strengthened sufficiently by the inclusion of additional organizers who are fully competent to evaluate scientific and technical work.

#### *8. Permanency Restrictions*

We view with disfavour and concern the appointment of employees in a temporary capacity to positions which are obviously permanent in nature and submit that the restrictions affecting permanent appointments in the Service, resulting from the provisions of Order in Council No. 84-978, April 22, 1936, requiring each Unit to carry 20 per cent of temporary employees, regardless of special conditions prevailing, is not in the public interest and is unfair to the personnel of the Service.

#### *Explanation*

It is submitted that it is the duty of the Civil Service Commission to determine the validity of recommendations for permanency submitted by Departments, and in order that efficiency may be provided, the Commission should not be restricted through the enactment of controlling measures. It would appear that in establishing the 20 per cent quota for temporaries, no study had been conducted to determine the variations in conditions in the different units of government, nor variations within units. Furthermore, in an effort to establish the quota, certain sections of units have been compelled to accept more than 20 per cent of temporaries.

Such a policy tends to build up a large number of long-term temporaries who are denied the advantages of superannuation, statutory increases and Civil Service Insurance. In this regard, it will be recalled that the question of



long-term temporaries has caused considerable concern in the past; consequently, the recent ruling in question tends to aggravate and perpetuate an undesirable condition. In the professional services, there are many employees who have been engaged continuously for more than ten years in positions which are definitely permanent in nature, but their permanency is not possible due to the terms of the Order in Council. It is submitted that greater efficiency and general satisfaction would result if the question of permanency of position were left to the discretion of the Civil Service Commission and the department concerned, according to the provisions of the Civil Service Act.

*9. Organization, Classification, and Compensation of the Service, Part II, Sections, 9, 10, 11 and 12, Civil Service Act*

In view of the fact that the Civil Service Commission, in 1928, and the Royal Commission (Beatty Commission), in 1930, reported that salaries of professional workers were entirely inadequate and inconsistent with their duties and responsibilities and as the situation which obtained at that time still exists, we would urge that this Select Special Committee of the House of Commons endorse the principles embodied in the Beatty Report, and recommend to the Government that the report be approved at this session of the House of Commons, and that the Civil Service Commission be instructed by the Government to put the recommendations in the Report into effect, in accordance with provisions embodied therein.

*Explanation*

The Professional Institute of the Civil Service of Canada believes it is the duty of the State to make reasonable provision for the efficient conduct of public business. Integrated with this belief is a problem of nearly twenty years' standing we wish to bring to the attention of this committee. This problem is the adoption of an orderly classification scheme and the setting up of an adequate salary structure in respect of the professional workers in the employ of the Dominion Government. We confidently hope that this committee, when all the facts are presented, will recommend to the Government some effective method of early settlement of the issues involved.

Two bodies, the Civil Service Commission, in 1928, and the Royal Commission (Beatty Commission), on the Technical and Professional Services of Canada, in 1930, both reported favourably on the necessity for upward classification of professional positions. The government of the day took the position that the recommendations of the Civil Service Commission of 1928 were most inadequate and that the professional men were entitled to much better recognition. The Beatty Report which provided for higher rates of compensation than the report of the Civil Service Commission embodied the findings of an independent outside survey and confirmed the opinion of Parliament and of the Government of the day that the professional services had not received proper recognition in these matters for a number of years prior to 1930. It is also pertinent to point out that the findings were intended to provide fair average salaries to cover periods of both depression and prosperity.

In the interval, the classification and salary revision problems of the professional workers which, in the opinion of the Beatty Commission, called for early application of definite correctives, have become increasingly acute. Lack of action on a Royal Commission report which established fully the reasonableness of the submissions made by the Professional Institute coupled with failure of Government to implement its own carefully weighed pledges in this respect have produced results which are not in the interest of the Service and are ineffectual where the human element is involved. They are

spelt in terms of legitimate ambition thwarted, lowered morale, a deep-seated feeling of frustration. Their cumulative effect is reflected inevitably in the public service of Canada.

May we relate this aspect of the question to the problems this country is facing and has been facing for some time? Members of the Select Special Committee, we are sure, are not unmindful of the changing attitude of government to national problems and of its willingness to satisfy demands for legislative action to meet new and complex conditions in our political, social and economic fabric. More and more, government in what it conceives to be the country's interests, is obliged to expand the scope of its activities in many fields, involving among other matters, health, business, industry and agriculture. The entry of government into a number of new fields of activity in the last decade or so has not only altered the whole character and structure of public administration in the Dominion field, but has thrown and is throwing increasingly heavy burdens on those charged with the task of making government policies effective. Within the Service, the work of no other section has increased in importance, during the present generation, so fast as that of the professional workers. The existing salary scales applicable to this class of workers were long ago declared quite incommensurate with the duties performed and the qualifications demanded of incumbents. In the interval, professional standards have been raised and the qualification requirements are being made more and more comprehensive while the salary ranges covering this type of position stand or are set at ridiculously low levels. Yet, never was it so imperative that the best professional and technical skill should be at the disposal of the government and so essential that every reasonable effort should aim at making the public service attractive as a career. Setting salary ranges at low levels on the basis of any current law of supply and demand is bound to carry the most harmful consequences.

Typical examples, in this respect, may be cited through recent advertisements of the Civil Service Commission whereby applications are invited for medical officers at a salary of \$1,800 per annum requiring graduation in medicine, a licence to practise, three years experience, etc.; and for Departmental librarians at a salary of \$1,080 per annum requiring graduation from university, a library certificate, preferably a knowledge of French or German or both and other high requisites.

The Professional Institute has called the attention of the Government to the Beatty Report on numerous occasions, but its submissions have not elicited any satisfactory response over the years. This lack of action in solving a major public service problem has been construed as a rather striking commentary on the part the State is expected to play as the model employer.

Since the tabling of the Beatty Report in the House of Commons some slight measure of redress has been applied in respect of certain staffs of a limited number of departments. Reclassification concurrent with the reorganization of staffs of the Department of Agriculture has been under way since October, 1936. It is a fact that many of these classifications now in process of being made effective will not only fail to do justice to professional workers in that department, but will be found to be inferior in the matter of compensation rates to the Civil Service Commission proposals of 1928 which were rejected by the government of the day on the ground of their inadequacy.

The Prime Minister, the Rt. Hon. W. L. Mackenzie King, was most emphatic on this score as the following extract from his statement in the House of Commons on June 14, 1929, will show:—

“The fact that the government has appointed this commission is evidence of its desire to see that those coming within the categories mentioned are properly and adequately paid. We think that the suggestion



of the Civil Service Commission was most inadequate. We felt that the professional and technical men were entitled to much better recognition than the Civil Service Commission was prepared to grant them, and for that reason we appointed a royal commission to look further into the matter."

It cannot be argued that the solution of the professional civil servants' classification problems should be related to the country's revenues. Prior to 1932, the national revenues and the credit position of the country had not been closely related, and even though they be now related, no argument should be advanced on that basis for maintaining salary scales indefinitely at low levels. Study of the records covering the years in which budgetary surpluses were reported shows that public service salaries—even then admittedly low—were never increased because of the prevailing financial conditions.

Bearing in mind the benefits that are accruing and will continue to accrue increasingly to Canada and her people from the daily work of her professional civil servants, benefits running annually into vast sums, it is difficult to conceive that our fellow-Canadians, our fellow-taxpayers conversant with the facts and their implications, will demur at ploughing back into the scientific, technical and professional services of Canada a portion of these benefits vouchsafed to them and to the nation. The Royal Commission emphasized this very point when it said in its report, section 7, page 10, "Instances are not unknown, in which men receiving salaries not markedly greater than that of a chief clerk in many private corporations have been the means of enriching the wealth producers of Canada by many millions of dollars."

Comments as to the classifications in process of application to the staffs of the Department of Agriculture imply no reflection on the Civil Service Commission or its Organization Branch which is labouring under definite handicaps, chief of which is the obligation to cut the classification coat according to the financial cloth. This definite limitation can produce but one result: perpetuation throughout the professional services of the classification anomalies that constitute, according to the Beatty Commission, a real barrier to the maintenance of maximum efficiency.

The Professional Institute believes immediate action should be taken to wipe out the indictment of the Royal Commission which appears at page 15 of its report and reads as follows:—

We have been especially impressed, however, by the slow rate of advancement observable among officers with from eight to twenty years of seniority. Many of these officers, at a time of life when the financial responsibilities of a growing family are apt to be heavy, have not yet reached a scale of salary which can be regarded as adequate, even for a decent subsistence. If their professional competence is not open to question, then they should be provided with opportunities for advancement, which will at least enable them to pass on to their children the same educational advantages as they themselves have had. It should be possible, long before the twentieth year of service, to pick out all those whose promise is exceptional, and by promoting them from post to post, to give them a variety of experience that will qualify them, while still in the prime of life, for heavier responsibilities to come.

The Civil Service Commission's annual report for 1928 which dealt with the failure of certain departments to forward to the Commission with reasonable expedition reports upon the qualifications of candidates for appointments and promotions, stated: "When these departmental reports are furnished promptly and promotions are allowed to proceed without hindrance, the result is decidedly beneficial to the public service, as protracted delays, and the dis-



satisfaction and uncertainty which they arouse in the minds of the employees are bound to react against their efficiency and morale." (See pages 221-222, Proceedings of Select Special Committee of the House of Commons on Civil Service and Civil Service Act, 1932.) If the Civil Service Commission's argument is valid with respect to a department, it surely applies with greater force in relation to a larger body of civil servants holding positions in several departments.

The protracted delays connected with a proper, general classification of the members of the professional services of Canada cover a period of almost twenty years. It is no overstatement to say that adequate remedial action definitely pledged but indefinitely postponed is reacting ever increasingly against their efficiency and morale.

The Royal Commission "to inquire into rates of salaries . . . . of technical and professional officials of the Civil Service of Canada as compared with such rates applying to similar positions outside of the Civil Service in Canada, and to report to the Government as to readjustment of existing classifications and remunerations" was appointed under the terms of Order in Council P.C. 664, April 15, 1929.

When announcing the personnel of the commission in the House of Commons, on April 16, 1929, the Hon. James Robb, Minister of Finance, stated: "It is felt that in the public interest a fair comparison of salaries within and without the service should be available. The Government, therefore, invited Mr. E. W. Beatty, president and chairman of the Canadian Pacific Railway, Sir Georges Garneau, of Garneau Limitee, Quebec City, and Doctor Murray, president of the University of Saskatchewan, Saskatoon, to inquire into and report on these phases, thereby providing the government with information permitting a readjustment fair to all interested."

Within three months of their appointment, on July 12, 1929, the Royal Commissioners submitted to His Excellency the Governor General in Council an interim report respecting the organization and salary rates for the research staff of the National Research Council, then in process of formation. Seven months later, in February, 1930, the same Royal Commissioners presented their complete report to Government and recommended readjustment of existing classifications and remunerations in respect of the remaining 95 per cent of personnel of the professional services of Canada. Immediate effect was given to the interim report respecting the classification and salary ranges recommended for the staff of the National Research Council. And while the Royal Commission provided government with information permitting a readjustment fair to all interested, eight years have elapsed and the professional workers are still awaiting remedial action founded on a Royal Commission report they still regard as a living document and a charter of classification rights and justice.

The report of the Royal Commission on technical and professional services was tabled in the House of Commons, on Tuesday, February 25, 1930, by the Honourable Charles Dunning, Minister of Finance (Volume LXV, No. 3, page 61, House of Commons Debates, Official Report—Unrevised Edition).

The Professional Institute of the Civil Service of Canada would urge that the long-standing problem of inadequate remuneration for members of the professional and technical services receive attention during the present session and that the Government, by Order in Council, or Parliament, by a resolution of the House, should direct the Civil Service Commission to proceed forthwith to put into effect the recommendations contained in the report of the Royal Commission, 1930.

## APPENDIX

The following constitute the groups within the Professional Institute of the Civil Service of Canada, as at April 1, 1938:—

## PROFESSIONAL GROUPS

- |   |   |
|---|---|
| 1. Agriculturists                               | 17. Geologists                              |
| 2. Architects                                   | 18. Hydraulic-Reclamation Engineers         |
| 3. Astronomers                                  | 19. Hydrographic Engineers                  |
| 4. Biologists and Anthropologists               | 20. Librarians                              |
| 5. Canal Engineers                              | 21. Marine Engineers                        |
| 6. Chemical, Mining and Metallurgical Engineers | 22. Medical                                 |
| 7. Chemists                                     | 23. National Research Council               |
| 8. Civil Engineers                              | 24. Patent Examiners                        |
| 9. Dominion Land Surveyors                      | 25. Plant Pathologists                      |
| 10. Editors                                     | 26. Public Works Engineers                  |
| 11. Electric and Hydro-Electric Engineers       | 27. Royal Military College                  |
| 12. Entomologists                               | 28. Solicitors                              |
| 13. Fisheries                                   | 29. Statisticians, Economists and Actuaries |
| 14. Forest and Forest Products Engineers        | 30. Survey Engineers                        |
| 15. General                                     | 31. Tariffs and Trade Investigators         |
| 16. Geodesists                                  | 32. Topographical Engineers                 |
|   | 33. Technical Translators                   |
|   | 34. Veterinarians                           |

## REGIONAL GROUPS

- |   |                           |
|---|---------------------------|
| 1. Nova Scotia and Prince Edward Island | 4. Ontario                |
| 2. New Brunswick                        | 5. Manitoba               |
| 3. Quebec                               | 6. Alberta-Saskatchewan   |
|   | 7. British Columbia-Yukon |

## APPENDIX No. 3

CERTIFIED to be a true copy of a Minute of a Meeting of the Treasury Board, approved by His Excellency the Governor General in Council, on the 22nd April, 1936.

P.C. 84/978

*Treasury Board*

The Board had under consideration the following memorandum from the Honourable the Minister of Finance:—

“The undersigned, Minister of Finance, has the honour to report:—

- (1) That under the provisions of Order in Council of July 16, 1935, P.C. 1/2035, the restrictions then in effect respecting permanent appointments in the Public Service were cancelled.
- (2) That this has resulted in permanent appointments being made without regard to maintenance of a margin of temporary employees to provide for fluctuations in volume of work, greater flexibility of staff and increased incentive to new appointees.
- (3) That it is in the interest of efficiency and economy that such margin should exist in every division of the Public Service.

The undersigned, accordingly, recommends that the proportion of permanent employees to the existing basic fixed establishment (normal staff requirements)

of any unit of the Public Service shall not at any time exceed 80 per cent, subject to such regulations as the Treasury Board may prescribe, including the following:—

- (a) The classification of the Public Service by units for this purpose.
- (b) Approval of the proportion of employees who may be made permanent in each unit, in accordance with conditions of employment and probability of fluctuation of staff requirements in such unit.
- (c) Exemption of any unit where special requirements render such action in the public interest.
- (d) Provision that this regulation shall not disturb the status of any employee now in the Public Service.

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

E. J. LEMAIRE,  
*Clerk of the Privy Council.*











Gov. Doc  
Can  
Com  
2

CA1 XC 2

- 38058

SESSION 1938  
HOUSE OF COMMONS

SPECIAL COMMITTEE

Canada.

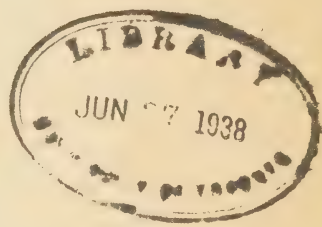
ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 37

THURSDAY, JUNE 23, 1938



WITNESSES:

- Mr. V. C. Phelan, President, Federation of Civil Servants of Canada.
- Mr. J. A. MacIsaac, Vice-President, Federation of Civil Servants of Canada.
- Mr. C. H. Bland, Chairman, Civil Service Commission.
- Mr. Fred Knowles, National Secretary, Amalgamated Civil Servants of Canada.
- Mr. G. H. Gilchrist, Assistant Chief Organization Branch, Civil Service Commission.



## MINUTES OF PROCEEDINGS

June 23rd, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

*Members present were:*—Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, Mulock, O'Neill, Poole, Pouliot, Spence, Stewart and Tomlinson.—21.

*In attendance:*

Mr. V. C. Phelan, President, Federation of Civil Servants of Canada.

Mr. J. A. MacIsaac, Vice-President, Federation of Civil Servants of Canada.

Mr. Fred Knowles, National Secretary, Amalgamated Civil Servants of Canada.

Mr. C. H. Bland, Chairman, Civil Service Commission.

The Chairman stated that he had received from Mr. Potvin information regarding civil servants who were in the service before being naturalized. Mr. Potvin was requested to furnish additional information along the same lines respecting the National Research Council.

It was decided that Mr. Gilchrist, Mr. Nelson, Mr. Putman and Mr. Bland be heard again this afternoon and Mr. Bland was asked to produce a copy of the request that has been sent to the Civil Service Commission by Mr. Speaker regarding reclassification of the staff of the House of Commons.

As the Chairman had to leave the meeting Mr. Mulock was appointed Acting Chairman and took the chair.

Mr. V. C. Phelan and Mr. J. A. MacIsaac were recalled and further examined.

Mr. C. H. Bland was recalled and made a statement on reclassification.  
Witnesses retired.

Mr. Fred Knowles was called, sworn, examined and retired.

The Committee adjourned to meet again at 4.00 o'clock, p.m. this day.

---

4.00 p.m.

The Committee resumed at 4.00 o'clock, p.m. Mr. Pouliot, the Chairman, presided.

*Members present were:*—Messrs. Boulanger, Brooks, Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, O'Neill, Pouliot, Spence, Stewart and Tomlinson.—18.

*In attendance:*

Mr. Fred Knowles, National Secretary, Amalgamated Civil Servants.

Mr. C. H. Bland, Chairman, Civil Service Commission.



Mr. A. Potvin, Commissioner, Civil Service Commission.

Mr. C. V. Putman, Chief, Organization Branch, Civil Service Commission.

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

Mr. G. H. Gilchrist, Assistant Chief, Organization Branch, Civil Service Commission.

Mr. Fred Knowles was recalled, further examined and retired.

The Chairman gave an example of "favoritism" in the case of a stenographer in the R.C.M.P.

Mr. G. H. Gilchrist was recalled and further examined.

The Chairman suggested that all departments should be asked to furnish during the recess lists of all relatives of employees in the civil service, so that it could be used next session.

The witness retired.

A letter from Mr. C. H. Bland and another from Miss E. Saunders, both addressed to Mr. Pouliot, relating to Mr. Jackson's work in the Organization Branch of the Civil Service Commission, were ordered printed as Appendix No. 1 to this day's evidence.

The Committee adjourned to meet again Friday, June 24, at 11.00 o'clock, a.m.

J. P. DOYLE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

JUNE 23, 1938.

The Special Select Committee on the Civil Service Act met at 11 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Good morning, gentlemen. I congratulate you on being so assiduous and forming a quorum so early this morning.

I have received some information from Mr. Potvin, one of the Civil Service Commissioners, regarding the civil servants who were in the civil service before being naturalized. I would like him to complete that by getting similar information from the National Research Council. That will be done and it will be ready to give to you this afternoon.

Now, gentlemen, we are concluding our hearings. It was understood at first that Mr. Phelan's organization would have an hour; Mr. Beauchamp an hour, and Mr. Knowles also was to be granted an hour. The Civil Service Association has been here for two days, and this morning it will be two days and a half. Therefore, Mr. Phelan, I expect you this morning to conclude that part of your evidence and to come to an understanding with Mr. Knowles to have all of the evidence finished at 1 o'clock; and then this afternoon I will call for three representatives from the Civil Service Commission, Mr. Gilchrist, Mr. Nelson and Mr. Putman, to finish; and then to-morrow morning we can start in with a study of our report.

Mr. GREEN: Is Mr. Bland not coming back?

The CHAIRMAN: Oh, if he wishes to; but if he does I know he will not be very long. But as for Mr. Bland I shall not call him, but if he wishes to appear he may do so. He told me that he would have very little to say. If he wishes to appear this afternoon with the other officers of the commission he will be welcome.

Mr. GREEN: Is his report on the house staff ready, do you know?

The CHAIRMAN: Oh, yes; I would like to have some information about that. Would it be possible for you, Mr. Bland, to give us a copy of the request that has been sent to you by Mr. Speaker?

Mr. BLAND: Yes, sir.

The CHAIRMAN: That is in regard to increases in salaries of the staff; and it includes long-term temporaries of the commission, does it?

Mr. BLAND: No, I do not think so, Mr. Chairman.

The CHAIRMAN: We might have had a few cases. Naturally your work is not finished. It will have to be completed, and a very timely suggestion has been made by you gentlemen with regard to the appointment of a standing committee of the house which will complete the work that it was impossible for us to do this year.

Now, gentlemen, I will ask you something this morning. I have heard all of the evidence that was given by the civil service and this morning I would like to put my notes in order so as to have a good preparation to submit to you to-morrow morning. Therefore, if you have no objection I will leave the chair to Colonel Mulock for this morning, and this afternoon I will attend the meeting. At that time I will ask some questions of the three persons whom I have named who are to be here from the commission.

In understand, Mr. Phelan, that you and Mr. Knowles could conclude your evidence this morning.

Mr. PHELAN: I cannot speak for Mr. Knowles, but as I told you yesterday our case would have taken from the beginning about one hour to present. That, of course, was short of questions.

The CHAIRMAN: Yes, I know.

Mr. PHELAN: We can now conclude in about half an hour.

The CHAIRMAN: I know, but we are interested in facts; and until now you have given us very little evidence. We can base our judgment only on facts. We are ready to give you a chance, but there were things in which Mr. Beauchamp was interested with which it was humanly impossible for us to deal, such as the Beatty report. You will admit that it would take a whole session to go through that and examine it. Each position would have to be gone into, and that would be impossible. Possibly you would be good enough to proceed with a summary of your presentation in order to give Mr. Knowles some chance. Mr. Knowles has a very well drafted summary of what he wants showing the amendments that he wants to bring to the Act. You could complete within 50 minutes, couldn't you?

Mr. PHELAN: Well, Mr. Chairman, we could conclude in less than that. On the other hand, you will realize that yesterday afternoon a great deal of time was consumed with questions and answers. I do not mention that to take any exception to it.

Mr. FOURNIER: That was the most important part of the proceedings.

Mr. PHELAN: I do not desire in the least to take any exception to that, but I do suggest that the portion of yesterday afternoon when we were heard as to our submission was only about 15 minutes. I do not think you should hold us accountable for the time taken up by members of the committee in putting their questions. However, in respect to that matter, we are entirely in the hands of the committee.

The CHAIRMAN: Naturally the members of the committee want information.

Mr. PHELAN: I am not taking exception to that at all, but I am saying that that is something beyond our control.

The CHAIRMAN: Just a minute, Mr. Phelan; I will tell you that the members of the committee want information and they have not got all that information in spite of their very timely and complete questions. Answers should be to the point and that would simplify the questioning a lot.

Mr. PHELAN: Yesterday afternoon we endeavoured to have the answers strictly to the point. I thought they were.

Mr. GREEN: Mr. Chairman, it is getting near the end of the session and perhaps we could sit again to-night? That would give us 6 hours to-day.

The CHAIRMAN: Oh, Mr. Green.

Mr. GREEN: Just a minute. I think it would be unfortunate to cut the civil servants off. For me at any rate their evidence is very important. I want to hear their side of the story.

The CHAIRMAN: Their evidence is important provided that they say something, but they are afraid to speak.

Mr. GREEN: I got a lot of information yesterday. Perhaps some of you did not, but I got more information yesterday than I have on any other day. However, I do not wish to delay things.

The CHAIRMAN: Gentlemen, if you want to sit to-night, I will be here to-night. I cannot be here this morning.

Mr. CLEAVER: Let us decide that this afternoon.



Mr. JEAN: Let us proceed.

Mr. GREEN: If we will let these men go ahead and make their statement it seems to me that we would get along much faster.

The CHAIRMAN: I will ask you something. This is one of our last meetings, and at times I have been a little impatient or impetuous, but I have done my work conscientiously and I have tried to give you the most information that was available. Mr. Bland has stated that no committee ever got the information that we have, and I have tried to have it provided clearly so that everybody could understand it. Now, gentlemen, if anybody has any grounds for complaint I would like to know them.

Mr. HARTIGAN: Let Mr. Phelan go ahead with his brief.

The CHAIRMAN: Just a minute, Dr. Hartigan; if anybody has any kind of a complaint I would like to know what it is and if it can be remedied I will be the first one to try to do so.

Mr. GREEN: Let us hear the evidence.

The CHAIRMAN: I thank you very much, and I appreciate your very excellent work; and I want to congratulate you for your attendance at this meeting. You have done excellent work and the people are proud of you. You are on the popular side. I am sure that you will receive an ovation when you see your friends in your own constituencies.

Thank you, gentlemen. I will ask Colonel Mulock to take the chair this morning and I will leave my papers with him.

Mr. W. P. Mulock presided in the absence of the chairman.

The Acting CHAIRMAN: We will now hear from Mr. Phelan and his associates.

V. C. PHELAN, President, The Civil Service Federation of Canada; and

J. A. MACISAAC, Second Vice-President, The Civil Service Federation of Canada, recalled:—

The Acting CHAIRMAN: I will ask Mr. Phelan to continue with his presentation.

The WITNESS: Mr. Chairman, at the close of the meeting yesterday we had the suggestion for the conduct of these unit surveys by a board of three and some opinions were voiced at the close of the meeting yesterday to which I should like to refer. Our idea was criticized on the ground that it was unsound—in fact I think “absurd” was the word used—and the alternative suggested was that the immediate superior in each case of a rating for a promotion to a vacancy should do the actual rating. The point which we wished to make is this, that the present system of rating to which we were taking exception, is in fact a system of the immediate superior doing that rating. In other words, you say, that the immediate superior and he alone should be doing the rating for promotions, and to say that is to say that the present system is sweet and lovely, that no changes ought to be made. Now, the immediate superior may possibly—and this is one of the reasons why he is not the best man to make the rating—he may possibly know the people he is rating too well; that is to say that he is working with them day in and day out. He might possibly be prejudiced for or against. That does unfortunately happen. This is not a case of anybody being dishonest, it is just a case of giving a wrong judgment over a period of time. Further to that, the immediate chief would be accountable to someone else, the man who might be his chief and it is possible for pressure to be brought in order to influence ratings. A still further point on it is this, that frequently a vacancy occurs and that applicants for the vacancy are persons working in two or three other

divisions. Now, if the immediate chiefs in each of these respective divisions do the ratings for the promotion to the vacancy there is no uniformity. One rating officer may be a generous sort of a fellow and may over-look a certain fault and rate the person a full 100 per cent, whereas another person whose conscience may be more strict would rate that same individual or a similar individual at 80; that is the reason why we have suggested that ratings be conducted by a board in order that there be uniformity in the ratings and that persons will be rated by different people for the same position. That is the summary of our objection to the system of rating when it is conducted by the immediate superior.

The next point we would like to deal with is that of organization; that is to say, classifications within the service. Heretofore, the practice of the Civil Service Commission organization branch in investigating positions in departments with a view to re-rating them or to fixing salary ratings for them has been to send one single officer of the commission to investigate the case, particularly in those branches of the service where work is varied, where the work naturally falls into a lot of different classifications. It is our opinion that it is beyond the competence of any one single officer to go to a department for the purpose of investigating these positions. We think that there ought to be at least two officers of the organization branch go at the one time and in the case of a large department where hundreds of positions are involved it would be even better to have as many as three officers go at the one time to investigate the cases. Not always is the civil servant given ample opportunity of speaking to the representative of the organization branch of the commission in order to make out his side of the case. Some partial confirmation of that lies in this fact that we protested on this point to the Civil Service Commission as recently as February, and on that occasion the answer we got from the commissioners individually was that in the long-run they had to take the word of the department and while it was all right to listen to what the civil servant had to say which was presumably a necessary procedure to go through, in the long run it was what the officer in charge said that had to count. Our opinion is that the commission member investigating should draw his own conclusion after hearing both sides of the case. And that is a further reason why we would suggest that two or three—depending on the importance of the task ahead of them—representatives of the organization branch go at the one time in order to look into cases of re-classification.

Now, your surveys in regard to organization are sometimes referred to, and we would stress this fact that it is quite easy to over-estimate the importance of these unit surveys. The Civil Service Commission starts out on a unit survey in a given branch or division of a department, but the Civil Service Commission is only in a position to deal with those particular positions on the staff which have already been recommended for change by the department. That is to say, there may be 50 positions in a division, and out of that total the department will have recommended that 5 or so of those positions be re-graded. An officer of the commission goes around and he finds after looking into these five particular positions that there are five other positions which ought to be changed, but he is powerless to do anything about it except in the odd instance where he might prevail on the department to amend its original submission to the Civil Service Commission. In other words, while it is called a unit survey, the full unit survey does not fall within the application of the term at all, because it is a survey only of particular positions. That point is quite important because it would be possible to be misled by the idea of unit surveys, misled into thinking that the commission has a free hand to change any position on the staff they wish to.

Mr. BLAND: I would like to have an opportunity to say a word in regard to that at the conclusion of Mr. Phelan's evidence.

[Mr. V. C. Phelan.]

The ACTING CHAIRMAN: Certainly.

*By Mr. Cleaver:*

Q. Could you give us an example such as you have suggested, where the department recommended as to two or three branches a re-arrangement or a change for a number of men and that an officer of the Civil Service Commission came and made his investigation and found four or five other positions which should also be re-graded and then told you that he was powerless to make such changes?—A. Might I ask that this be not quoted by the papers? Just about a month ago a unit survey was carried out in the case of the branch in which I am engaged, in the Department of Labour, and the investigator came over from the Civil Service Commission and one of the first things he said to me was that my own position he thought should be re-classified.

Q. What position do you occupy?—A. My position in relation to that branch was head clerk. And I said to him: well, we understood from Mr. Bland, the Chairman of the Commission, that you had a free hand when you were making a unit survey, you could do that; and the officer of the commission said: no, that is not correct; we are conditioned in the case of this particular branch by the one position which has been recommended already for re-classification.

*By Mr. Hartigan:*

Q. Just a partial re-classification?—A. Yes. It might be termed a unit survey, but it applied to only one person in the branch. He told me that he could only deal with the one single position indicated by the department.

Mr. TOMLINSON: Who was that officer?

The WITNESS: Mr. — I could get his name for you, I have forgotten his name at the moment.

Mr. CLEAVER: Would there be three or four other cases?

Mr. TOMLINSON: I think you should find out the name of that officer and I think he should have an opportunity of making a statement of his position.

Mr. FOURNIER: We will see who he was; here is a chart of the Civil Service Commission.

*By Mr. Cleaver:*

Q. What were the three or four other positions in the Department of Labour which he told you should be re-classified?—A. I did not discuss anything with him except the one position. I did use a hypothetical case. I said there might be 5 recommended for reclassification by the department and the investigator might find 5 other positions which he thought should also be re-classified.

Q. Is this the evidence upon which you based the statement you made a moment ago?—A. It is that in part, yes.

Mr. FOURNIER: Is that the only instance?

*By Mr. Cleaver:*

Q. What other evidence have you?—A. I have heard of other instances, but I cannot recall them at the moment.

*By Mr. Fournier:*

Q. Have you looked up the name of that investigator?—A. Yes, it is Hawkins; and I should like to make it clear that—I hope you will appreciate—it is not a case of any personal complaint.



*By Mr. Tomlinson:*

Q. Were you re-classified?—A. I was not re-classified, and I have not mentioned it to the department. If I had been asking for it I would have taken the time to go into it then. I would not want to be taken as lodging a personal complaint at this time, either.

*By Mr. Cleaver:*

Q. You can understand that this committee would require a great deal more evidence than the one single instance in which you were personally interested to arrive at any conclusion?—A. That is true, but my understanding is that the complaint is that the Civil Service Commission interprets the law to mean that they can only move in the matter of classification on the request of the department; meaning on the request of the deputy head approved by the minister of the department.

Q. What evidence have you to substantiate that statement; that is all I want?—A. That has been my understanding—our understanding, I mean—of the procedure adopted by the commission. We have been told that by the commission.

Q. I do not question that that is your understanding, but I am asking for additional evidence to show that it is the case?—A. We have been told that by the commission; we have been told that that is their interpretation of the Act.

Q. Who told you that; how or where have you been told that?—A. On occasions when we had delegations on the point to the Civil Service Commission and the commissioners have told us; and I remember distinctly the late Dr. Roche telling us that when he was chairman of the Civil Service Commission.

Q. Could you give us anything a little more recent than that?—A. Well, I can't swear to it that Mr. Bland told us that specifically and definitely; I can swear to this, that on occasions when we discussed these matters with Mr. Bland as chairman of the commission the tenor of the conversation was that that was the case.

Mr. TOMLINSON: Not the tenor, I want to know the thing exactly.

The WITNESS: I am telling you as exactly as I can.

The ACTING CHAIRMAN: Just a moment, Mr. Tomlinson; let Mr. Cleaver finish.

*By Mr. Cleaver:*

Q. Coming down to the final analysis you make the statement to the effect that the Civil Service Commission have no power to re-classify except on the request of departmental officials—A. And the minister.

Q. I am asking you if you have concrete evidence to substantiate that, down to the present moment. The only evidence you have given us is to the effect that with regard to your information as to their position, some officer from the Civil Service Commission told you that he could not re-classify your position. That is not very strong evidence, you will realize that. Have you any further evidence to offer?—A. I expect I could get you some. I haven't got specific cases with me.

Mr. GREEN: That is in the Act.

The WITNESS: There was a unit survey made in the case of the customs port of Toronto, and the information we received was that in respect of one division of the customs port—exactly how many of a staff there would be I do not know off hand, I think perhaps a staff of 35—the investigator never even went to the individuals to question them as to their work.

[Mr. V. C. Phelan.]

*By Mr. Tomlinson:*

Q. Would you object to the recommendation being made by the deputy head and agreed to by the minister in each re-classification?—A. No. We are not objecting to that at all. That has been the procedure for years, and it is a procedure that we have not taken exception to.

Q. You realize that the taxpayers of Canada have to foot the bill of this?—A. Absolutely; and the minister must be in charge of the expenditures in his own department. There is no gainsaying that. We would never make any objection to that.

Q. You have no objection to that?—A. We have no objection to that procedure, no.

Q. What is your complaint?—A. We have objection to the idea that people may think that these unit surveys may occur from time to time every two or three years, with a view to looking into all the positions and increasing those where it is found by the commission that they are below what they should be at, when actually in our judgment that is not the way the thing works out.

Q. Will you definitely say to us that Mr. Bland, the chairman of the Civil Service Commission, admitted to you that he had no power in connection with reclassification except on the recommendation of a deputy minister or the minister?—A. Well, I made the statement before that that has been, I might almost say, the historical attitude adopted by the Civil Service Commission.

Q. Would you say that is correct?—A. Will I say that it is correct that Mr. Bland specifically stated that?

Q. Yes?—A. Well, as I told you before, the drift of our conversations on numerous occasions—

Q. I am not speaking about drift of conversations.—A. But after all, I am giving evidence under oath, and I want to be strictly accurate about it. I would say that he told us that, but with this qualification—whether he just phrased it as you phrase it, I do not remember exactly. After all, these conversations occurred over a period of years.

Q. Tell us his exact conversation at any one time?

*By Mr. Fournier:*

Q. Anyway, if you read the act, it provides for it?—A. The act provides for it.

Q. The act, section 9, sub-section 4, gives that power to the deputy to direct the commission to re-classify?—A. Yes.

Q. That is clear?—A. Yes.

Q. And the commission is only following what is laid down in the act?—A. Yes.

*By Mr. Cleaver:*

Q. You are familiar with the act. I am referring you now to section 4, sub-section (c), which reads as follows:

4. The duties of the commission shall be,

(c) to report upon the organization or proposed organization of the departments or any portion of any department or of the civil service, and upon any proposed change in such organization;

Is that not wide open to the commission?—A. No, it is not. It is conditioned by another section.

Mr. FOURNIER: It is amended by section 9.

The WITNESS: Yes, section 9.

Mr. FOURNIER: Read section 9, sub-paragraph 4.

*By Mr. Golding:*

Q. But, Mr. Phelan, you agree that it is perfectly right and proper that the deputy head and minister should direct this; you agree to that? You think that is as it should be?—A. Yes. But it is represented in certain quarters at times, that from now on every couple of years the entire service will be looked into as to its classification, which is not—

Q. Just a minute. You say that is perfectly right and proper.

Mr. CLEAVER: I read that.

The Acting CHAIRMAN: Order, gentlemen.

*By Mr. Golding:*

Q. Mr. Bland said that is all right. You agree with that. What is your objection, or what is your explanation?—A. If you are going to have unit surveys at all, then the commission ought to go in and survey the units and put before the minister exactly what they think. Then it is up to the minister to decide.

Q. Yes. But you yourself said that that was proper. You agreed that it was a proper thing that the deputy minister or minister should direct when that should be done.—A. They would direct when the unit survey was to take place, yes.

Q. Yes, and you think that is perfectly proper?—A. Yes, surely.

Q. And the number that should be reclassified?—A. Well, then it ceases to be a unit survey. There is not any unit survey if it is a cut-and-dried case. There is another way of doing it.

*By Mr. MacInnis:*

Q. Is this your position, Mr. Phelan: you say that, if the department asks for a survey as to a number of cases, when the commission goes in there to make an investigation they should report on all other cases which they believe also should be changed and reclassified?—A. That is the point.

Q. And they have no power to make reclassification, but they have power to report to the head of the department as to the necessity or desirability of reclassification?—A. As we understand it, yes.

*By Mr. Glen:*

Q. As I understood your evidence it was to this effect—correct me if I am wrong: where a unit survey is asked by a department, an investigator goes to that department and he makes the investigation. Your experience in the instance you mentioned was that the investigator was only inquiring into a part of that unit?—A. In the case I am mentioning, yes.

Q. All right. You have heard the evidence of Mr. Jackson, have you not? You read his evidence?—A. I read a good deal of it. I do not know if I read it in extenso.

Q. As I recall it, his evidence was that when there was a unit investigation required, he made an investigation of all the employees in that department without reference to any particular job.—A. That is quite true as far as the investigation is concerned; but it does not mean anything.

Q. I thought you were complaining about that?—A. It does not mean anything.

Q. Why not?—A. Well, in the case I cited, all the positions in the branch were inquired into; that is quite true. The only practical result that could follow was that in the one specific case where a reclassification had been recommended.

Q. You know, Mr. Phelan, you are making a very strong challenge against the administration of the act when you state that an investigation of a unit was confined only to parts within that unit in the case you mentioned.—A. I

[Mr. V. C. Phelan.]



did not say that. I was careful to say just the opposite. I said the investigation referred to every position in the unit.

Q. But the report—A. But the practical result—

Q. The report of the investigator would only have reference to particular jobs—say your own job as head clerk?—A. That is quite right.

*By Mr. MacNeil:*

Q. Or jobs for which reclassification had been requested by the department?—A. That is quite right.

*By Mr. Glen:*

Q. I want to get it clear, and I do not want to be unfair to you. In your case reclassification of the department of which you were a member was only with regard to part of that?—A. Well, it was not the department that was the unit, as a matter of fact. It was a branch of the department that was a unit for that purpose.

Q. Only one part of it was investigated by the investigator?—A. No. The whole branch was investigated.

Q. All right. Will you tell me that when the minister makes a request for reclassification of a unit, the ultimate result is only for promotion in certain positions—that it does not mean reclassification of the unit at all. Is that your evidence?—A. Well, of course, in any event, it would not mean the changing of every position in the unit. That would be, I think, so rare that it would never occur. That would not be expected.

Q. Why should there be an investigation of a unit at all except for the purpose of putting all the appointments in under the complete classified area?—A. No, it would not. If things have changed, if the work of a branch has changed,—if it has decreased or increased,—there may be a good reason in a few years for reclassifying the branch. Some positions might be lopped off, other positions might be added; or some other positions might be changed.

Q. I must say that your evidence and the evidence that was in my mind certainly make a conflict in my mind as to exactly what a unit survey would be, and I would imagine that is a very important part—A. It is.

Q.—of the Civil Service Commission's function?—A. It is very important.

Q. It is very important. Would your evidence be that, where the minister asks for the reclassification of a unit, all positions within that unit should be reclassified?—A. Oh, no.

Q. You would not say that?—A. No; because as I just mentioned, it would be very, very rarely when that would occur. I doubt that it would ever occur. There would be some of the positions where they were before.

*By Mr. Tomlinson:*

Q. What you did say was that the report made by the investigator had no meaning?—A. I said it does not have any meaning if it is only dealing with one or two specific cases.

Mr. GLEN: Yes.

*By Mr. Tomlinson:*

Q. But would you say that is the case?—A. We believe it to be the case, yes.

Q. You believe that to be the case?—A. Yes.

Mr. CLEAVER: I would not like this to go on the record, because I do not want to embarrass the witness—

The ACTING CHAIRMAN: I do not think you will be able to keep it off the record very well, Mr. Cleaver; so far, I think everything has gone on the record and in the press, pretty generally.

Mr. CLEAVER: Very well; I will waive my question.

*By Mr. Tomlinson:*

Q. I would like to follow that up, because I think it is really a reflection on the Civil Service Commission itself and the investigators and also upon the minister and the deputy minister.—A. Well, if there is any reflection—

Q. It is a serious reflection.—A. You say I made a serious reflection?

Q. Yes, you certainly have.—A. Now, Mr. Tomlinson—

Q. Just a minute till I get through. You come here and tell us that the minister—I will take the minister—deliberately attempts to classify one position by a fake investigation.—A. Oh, no.

Some Hon. MEMBERS: No, no.

The WITNESS: May I just say this—

Mr. TOMLINSON: He did say that.

The WITNESS: May I just say, Mr. Chairman—to keep the record clear,—that I am sorry if Mr. Tomlinson has misunderstood what I did say. I must have been careless in saying what I did.

The ACTING CHAIRMAN: You had better repeat what you said.

The WITNESS: What he says is an insinuation that is entirely unwarranted. In the first place, I would like to make this clear: I have made no reflection on the good intentions or the honesty of any minister, either past or present.

Mr. FOURNIER: You could name them; they do not come under the act.

The WITNESS: Or on any deputy minister, present or past. I have made no reflection on any of them.

*By Mr. Tomlinson:*

Q. Tell me what you meant. You say that this investigation that is carried is cut-and-dried. The evidence will prove that. You say it is cut-and-dried, if it is one position which you mentioned—

Mr. GREEN: He did not say that.

Some Hon. MEMBERS: No, no.

Mr. CLEAVER: May I state what I understand the witness's complaint is, Mr. Tomlinson? His complaint is that the investigation is confined to one little part of the department as to which the department have requested a reclassification.

Mr. FOURNIER: That is right.

Mr. BLAND: Could I say a word, Mr. Chairman?

*By Mr. Tomlinson:*

Q. But the whole unit is supposed to be surveyed?—A. It is surveyed.

Q. Then the balance of the investigation has no meaning?

*By Mr. Fournier:*

Q. It is surveyed, too?—A. It is surveyed, all right.

Q. The positions are not all reclassified?—A. No.

Mr. TOMLINSON: I, myself, admit that.

Mr. FOURNIER: There are only a few positions that are reclassified.

Mr. TOMLINSON: I know that. But what I am trying to get at is to get this witness to clear his evidence up in my mind.

*By Mr. Tomlinson:*

Q. When a request is made, as you say, by the deputy minister—we will use him—to the Civil Service Commission to survey a unit, before they go,  
[Mr. V. C. Phelan.]

they know there is to be just one position reclassified. Is that your evidence?—A. In the specific case I mentioned, that was true; yes.

Q. Then the time of the investigator was actually wasted in going over there to survey the balance of the unit; is not that so?—A. Well, I am not in charge of the organization branch of the Civil Service Commission; it would be up to the officer in charge to say whether the time is wasted or not. I would not propose to suggest that other civil servants waste their time. I do not think they ever do. What I do say is that it was not meaningful to look into seventeen positions when all the time it was known that one was in doubt, that one was to be investigated. That is not an allegation against anybody's good faith. It is not an allegation against anybody's sincerity or honesty. It is a fact, and I am stating it; and it is a procedure which we suggest ought to be changed.

Q. You want to go back to the single reclassification once again?—A. Either that, or if you are going to have a unit survey, then the commission should go in, without previous recommendation of particular cases, look them over and then report to the minister as to what they find.

*By Mr. MacNeil:*

Q. Of the entire unit?—A. Of the entire unit.

*By Mr. Tomlinson:*

Q. There is no doubt that, as soon as it comes to the department's notice that probably one or two in that department are doing excellent work, at a certain salary, a reclassification is possible for those men or women; they therefore ask for a unit survey, do they not?—A. Yes.

Q. And it is a fact, is it not, that when they go in and make the survey, the investigator sends in his report on all of them? You do not deny that, do you?—A. So far as I know, that is the case.

Q. And you would not accuse the deputy minister or the minister of turning down a reclassification if it is worthy of it, on those reports properly investigated? Would you go that far?—A. Would I go that far?

Q. Yes?—A. That is a tall order. You would be asking me to say that no deputy ministers ever failed to approve of reclassification when, in the judgment of the Civil Service Commission, reclassification was warranted. I think on reflection, Mr. Tomlinson, you will see that I, in my position, could not possibly know the answer to that question. Your committee, after all, can secure evidence under oath. I cannot. I have got to trust to what I am told by people, and I trust them if I believe them; if I disbelieve them, I do not trust them. I have to proceed like any ordinary person; and the question you have asked is one that I could not, I think, be hoped to answer.

Q. You have placed on the record here that these reports of the investigations made by the investigators had no meaning?—A. I did not say that.

Q. Oh, yes.—A. Oh, no—I beg your pardon.

Q. All right.

The ACTING CHAIRMAN: Just a minute, please. I think Mr. Bland wants to say something.

Mr. BLAND: Mr. Chairman, I think there is a conflict here that is more apparent than real. If the committee would give me about one minute of Mr. Phelan's time, I think I could explain the misunderstanding that is at the basis of what we are discussing.

An Hon. MEMBER: Come on up here.

Mr. TOMLINSON: Come up to the front.

Mr. BLAND: I will not sit down, because they might keep me. Mr. Phelan referred to a comment made by the Hon. Dr. Roche with reference to the fact



that reclassification practically had to have the approval of the deputy head or head of the department. At the time that remark was made, it was before the present system of unit surveys was in force, at a time when reclassifications took effect and were made only on the initial recommendation of the deputy head or minister of the department. Since 1936, unit surveys have been in effect upon order of the Treasury Board; and the procedure has been to investigate each and every position in the unit under survey. The instructions to the organization branch—as will be verified by the evidence given by Mr. Putman, Mr. Gilchrist, Mr. Boutin and Mr. Nelson—are to investigate each position, both from the statement of the employee himself and from the statement of the officer in charge, and to report the facts to the commission as the investigator finds them. On the other hand, there is this point, that before a reclassification is made as the result of the unit survey, the report of the commission to the department must be approved by the minister of the department; and I think rightly so.

Mr. TOMLINSON: Right.

Mr. BLAND: In the second place, it must be approved by the Treasury Board, of course. If there is any case where an investigator has not reported the facts of the case as he has seen them, he is not carrying out his instructions, and I would suggest that the committee see that particular inspector. But it will be proved, I think, from the evidence given by Mr. Putman and from the tables placed before the committee, that in many cases reclassifications have been recommended in the unit surveys that were not originally recommended by the department. That is on file before the committee. I think, as I say, the conflict is more apparent than real on that account. The instructions are that each position is to be reclassified—is to be examined, at least, both with the employee concerned and the head of the department or officer in charge, discussed again with the deputy, and the facts as a whole submitted to the commission in the investigator's report.

Mr. MACNEIL: May I ask this: Does the report of the unit survey as finally submitted to the department deal exclusively with those positions for which reclassification was asked originally?

Mr. BLAND: I cannot answer that by "yes" or "no." I will have to answer it in this way: The report to the minister is a recommendation to the Treasury Board containing specific instances recommended. That is what he signs—the Treasury Board. Accompanying that is a copy of the report made by the investigator which is usually in two parts, the first part listing the positions which it is thought are at present properly classified, and the second, listing the positions in which it is thought there should be a change in classification. That report in both parts goes to the deputy minister and minister.

Mr. MACNEIL: Is it true that action is only taken with regard to those positions for which reclassification is originally asked?

Mr. BLAND: By the department?

Mr. MACNEIL: Yes, by the department.

Mr. BLAND: No. As I say, and as indicated by the tables filed with the committee, in many cases reclassification has been recommended where originally reclassification has not been recommended. In many cases the department does not make a recommendation at all. It says to the commission, "Will you come in and look at the branch, go over the positions and tell us what you think the proper classification should be?"

Mr. MACINNIS: In your opinion, the investigators are not limited in any way by their instructions?

Mr. BLAND: If they are not reporting on the facts of the case as they see them, they are not carrying out their instructions.

[Mr. V. C. Phelan.]

The ACTING CHAIRMAN: Well, I would suggest, if it meets with your approval, that we should continue with Mr. Phelan; because we are going to call Mr. Bland later.

Mr. BLAND: I am sorry to have interrupted.

The ACTING CHAIRMAN: It is all right. All right, Mr. Phelan, will you go ahead.

*By Mr. Cleaver:*

Q. You heard the statement made by Mr. Bland? Is that correct, in your judgment?

Mr. MACINNIS: Well, that is hardly fair.

The WITNESS: Do you wish to press the question?

*By Mr. Cleaver:*

Q. I do not want to embarrass you.—A. It is not a question of embarrassment. But after all, I am giving our evidence, and he is giving his evidence; and the committee can draw its own conclusions.

Mr. TOMLINSON: We will wait.

*By Mr. Cleaver:*

Q. In regard to the specific instance to which you referred, how much time had elapsed before that when a general unit survey was made of the whole department?—A. Well, these unit surveys, as Mr. Bland has just mentioned, are a recent development; it was in 1936, I think, when the first of them was made. Even yet, the Civil Service Commission, as we understand it, has not been able to cover the civil service once. It takes time, of course.

Q. When did that instance occur—what year?—A. The instance to which I referred?

Q. Yes.—A. March, 1938.

Q. March of 1938?—A. Yes. That was the first unit survey.

Q. In March, 1938, had a general unit survey been made of the entire Department of Labour?—A. Before that time?

Q. Yes.—A. Before that time, No. As I say, they only started in 1936; and that is the first time they got around to surveying the Department of Labour.

Q. In March, 1938.—A. Yes.

Q. Were they making a general unit survey of the Labour Department?—A. Well, they made a survey, yes of the whole department by units. The department consists of more than one unit for that purpose.

Q. And do you suggest that this investigator did not report what he found, or is your evidence?—A. I do not know whether he reported it or not. I cannot tell you.

Q. All you know is— —A. I am quoting what he said to me.

Q. Oh, no, no, no.—A. There was no result, if that is what you mean.

Q. All you know is that the results you desired did not flow from the investigation?—A. That is quite right.

*By Mr. Fournier:*

Q. How many servants were there in that special unit?—A. Sixteen in Ottawa and about ten outside—about twenty-six in the unit.

Q. Twenty-six. Have the positions been reclassified since that investigation, or are they in the same status?—A. No. One had been recommended for reclassification. That one, as far as we have been advised, has been reclassified or is in process of being reclassified, one or the other; and no other position is being changed.

Q. One out of twenty-six?—A. Yes. The request had gone in specifically for that one. I am not suggesting, merely because one out of twenty-six was changed, that any one or that all of the other twenty-five should be changed. I am not suggesting that at all.

*By Mr. MacNeil:*

Q. You are dealing with the procedure?—A. I am dealing with the procedure.  
Mr. MACINNIS: I move that he proceed.

*By Mr. Cleaver:*

Q. If, as Mr. Bland says, the instructions that are given to the investigator for a reclassification of a unit are without reference—he did say that there was a reference—to a particular job, and with the procedure that is now adopted, have you any objection to that outside of the suggestion you made that there should be two investigators?—A. Well, what we would prefer—Mr. Bland mentioned that there are two types of unit surveys. One type he said is where they have certain positions that have been recommended for reclassification, and where they investigate on that basis. The other type he said is the type where they are just asked to make a survey of a branch and to recommend on what they found. Our suggestion is that if there are to be unit surveys, they be of the second type rather than of the first.

Q. And with two investigators?—A. With two or three investigators, yes.

Mr. GOLDING: Now, go ahead.

The ACTING CHAIRMAN: Now, gentlemen, may we proceed? Will you go ahead with your next point, Mr. Phelan?

The WITNESS: Well, the next point, Mr. Chairman, that we would like to turn to is that of the principle of permanency. The Civil Service Act is not particularly specific as to what differentiates permanent employment from temporary employment, nor are the regulations of the Civil Service Commission made under that act. The attention of the committee has already been called to the order in council which provided for 20 per cent of the staff to be temporary in the case of each unit. That order in council was passed, as far as we can determine, to provide a temporary staff in each department to take care of temporary or permanent decreases in the volume of the work. If it be necessary to release some of the staff, then that 20 per cent could be released without much trouble, to take up whatever slack there would be. Our suggestion in regard to permanency—and this would cover the long-term temporaries, so-called, as well—is that some more definite principle of permanency be established than has been heretofore, some principle on which permanent employment could be distinguished from temporary employment. We suggest that if it be found necessary to provide a cushion, as it is sometimes called, of temporary employees, that the volume or size of that cushion be determined for each unit of the service upon the apparent present and future requirements of the situation. We suggest that it be not fixed at an arbitrary figure, but that it be varied according to the class of work which is under consideration—it might be 20 per cent in one case; it might be 5 per cent in another or it might be 25 per cent in another. If instead you apply arbitrary rules, which are inevitable in those branches of the service which are stable and regular as to the volume of work, it will inevitably mean this, that a civil servant entering at the bottom will remain temporary for a period of years, possibly three—four or five years—and it will only be after the lapse of that time when they become permanent that they will be in line for statutory increases and promotions and the like. In other words, it is an arbitrary restraining influence on them for the period of time during which they may unnecessarily be held as temporary employees. This, I might

[Mr. V. C. Phelan.]



explain, has no reference to the necessary probationary period which has always been thought necessary. This is something entirely different. It is not, of course, a probationary period in any sense.

*By Mr. Green:*

Q. What principle of permanency would you suggest?—A. The principle of permanency would be first as to the work; where as nearly as can be determined the apparent volume of the work which will continue permanently into the future is fixed upon, then the position, a permanent position, should be provided to take care of the volume of work, and a staff should be made permanent up to the limit required, subject, of course, to the individual who is being made permanent being legally qualified for permanent appointment.

Q. To cover permanent women and men?—A. Yes, as far as the future can be guessed at.

Q. That is a very uncertain basis.—A. Oh, it is and it is not. For example, take one or two instances, in the case of, we will say, the Indian Affairs branch of the Department of Mines and Resources. The experience of the last 70 years since confederation has been to show that the Indian population does not diminish and that the volume of work does not change very radically from year to year. It has remained stationary for a large number of years. Well, it is not unreasonable to assume since that has been the case for the last 25 years and there is no present sign of change, that it will continue on into the future, and there are many other branches.

*By Mr. Cleaver:*

Q. What temporaries have you in the department?—A. I do not know; but under the regulations they are required to work up to a point where they will have 20 per cent of the staff temporary, work up to that.

*By Mr. Green:*

Q. The Act is satisfactory as it stands to-day, but the difficulty is the difficulty of administration?—A. Yes, the order in council, not in the Act.

*By Mr. Cleaver:*

Q. Would the inclusion of a time limit for temporary help enter into it? That is, when a man has served a given time as a temporary, it is rather conclusive evidence of the necessity of his permanent appointment. Is not that rather apparent?—A. That might be of assistance, although there again that would be an arbitrary rule, and there is some objection to it on that ground, for instance.

Q. On what ground?—A. On the ground of it being arbitrary, without taking into account circumstances.

Q. What more cogent evidence could you have that a certain civil servant is necessary than the fact that he has been used over a term of years?—A. Well, this happens: there are cases where some new temporary work comes into the picture, and it might last for several years, but you know it is going to terminate at some time in the future, at least you feel it will terminate. On any time limit you would suggest, two or three years, or something of that sort, this particular work to which I refer might extend beyond that time.

*By the Acting Chairman:*

Q. For instance, investigators under the War Veterans Allowance Act and something of that kind?—A. Something of that sort, yes. The work may last ten years.

[Mr. V. C. Phelan.]

*By Mr. Cleaver:*

Q. Why should not these men be permanent and when the work is completed be transferred to some other branch? It seems to me very, very unfair to ask a man to work for ten years as a temporary and then be put out on his ear.—A. That is quite right, provided they can be absorbed elsewhere in the service. It usually is the case.

*By Mr. Hartigan:*

Q. Did you make a submission before the superannuation committee?—

A. Yes.

Q. This was dealt with in that committee, was it not?—A. Only—

Q. Bringing them under the Superannuation Act?—A. That is with reference to different classes of employees. That is with reference to prevailing rates of pay for employees.

Q. Nothing to do with temporary employees?—A. We did not deal with them. As a matter of fact, some of the long-term temporaries now are under the Superannuation Act.

Q. And still temporaries?—A. Still legally temporaries.

*By Mr. Tomlinson:*

Q. On whom would you place the responsibility?—A. The Civil Service Act, after consultation with the department, of course.

*By Mr. Hartigan:*

Q. That would be an anomaly in the Act, would it not? In the absence of the administration of the Civil Service Act you have a temporary coming under the Superannuation Act?—A. Well, except that there are two different acts, and each act has its own definition of permanency.

Q. I know, but I am talking of the Civil Service Act.—A. Yes.

The ACTING CHAIRMAN: They can deal with that in the other committee.

*By Mr. Cleaver:*

Q. Is it the practice then, as to all temporaries, that they simply receive an appointment for six months and at the end of six months it has to be renewed again, only for another six months?—A. That is true, those appointed under the Civil Service Act, and it may go on for years.

Q. I am going to ask you seriously to consider this suggestion. If a man had two or three extensions would it not be fair then that he should become a permanent?—A. That was the rule until this order in council was passed. A man might be made permanent after one six months certificate; but if there were special reasons it might be extended for a further six months and then be made permanent, or it might run eighteen months; but when that time was reached where it was thought the person was needed for the work available, he might be made permanent. Now that rule is interrupted by this order in council which requires 20 per cent of the establishment to be maintained on a temporary basis.

Q. As you are representing the civil servants I should think that your association would have some rather definite recommendations to make in regard to that condition. It seems to be very unfair.—A. Well, I had hoped that our suggestions might be considered as a definite recommendation. I have mentioned that we were strongly favourable to a time limit, which you suggest. We would favour that.

*By Mr. Hartigan:*

Q. What time limit would you put in there, three years, four years, or five years?—A. Two years.

[Mr. V. C. Phelan.]

Mr. GOLDING: Ten years?

The WITNESS: Two years at the most.

*By Mr. Green:*

Q. You would like to see the order in council rescinded?—A. Rescinded, and if there was any merit in the principle established by the order in council it might be preserved in some other way.

*By Mr. Cleaver:*

Q. An amendment to section 38 of the Civil Service Act would accomplish that. Subsection (3) of section 38 reads:—

Temporary employment in the civil service shall be authorized only for such time, not exceeding six months, as the commission deems necessary, and the period for which the employment is authorized shall be mentioned in the certificate of qualification issued by the commission; and one or more extensions of such period of employment may be granted by the commission, but each such extension shall be limited to a period not exceeding six months.

*By Mr. Tomlinson:*

Q. You would also include in that any civil servant who had formerly been employed permanently but who was let out during the depression in 1932 and is now taken on temporarily?—A. Yes; of course, the trouble, as I said before, with any rule as to two years, is that the whole question of permanency is being based on the individual and not on the work. After all, permanency of work is why we suggest some principle of permanency, a more definite principle than was ever established before be now established so that both things could be met at the same time; namely, that you would not be making people permanent where the work was temporary, and that you would be making people permanent where the work is permanent.

Q. Does making civil servants permanent necessarily increase the salary?

Mr. FOURNIER: He would get the annual increase.

The WITNESS: He would get the same salary as he commenced with.

*By Mr. Tomlinson:*

Q. He would also have certain benefits which he is not now getting like superannuation.—A. He would get superannuation and increases in time. He would be in line for the annual increases in pay.

*By Mr. Green:*

Q. They are taken away under the Act now?

*By Mr. Fournier:*

Q. They get no increases in salary now?—A. They get no increases in salary and they are not eligible for promotion.

*By Mr. Deachman:*

Q. What would be the added cost?—A. I could not make a guess as to that. There would not be any added cost in comparison with the time prior to the putting into force of this order in council, because that then was the practice.

*By Mr. Cleaver:*

Q. Would the difficulty be overcome by giving these men or women who had served as temporary employees, who were out of a position when the



job was concluded, a preferred position on future eligible lists for future appointments in other departments?—A. It is the practice at the present time. If a permanent employee is laid off he is put on the eligible list at the commission for re-appointment. That is required under the law.

*By Mr. Cleaver:*

Q. Temporaries?—A. No, a permanent.

Q. Why should not a temporary be put on the same basis?

Mr. MACINNIS: He is only a temporary in the first place.

The WITNESS: He is only a temporary in the first place.

*By Mr. Cleaver:*

Q. Would not that clear up the difficulty without any extra cost to the country?—A. I did not quite get the point; I am sorry.

Q. Well, the point is this. The only people we are talking about here now are the temporaries.—A. Yes.

Q. If, when their job comes to an end they are given a preferred position with respect to eligible lists in getting permanent positions, would not that clear up the whole difficulty?—A. No. That is not quite the point. It is not an objection on the ground that the temporary is employed for a year and then released; because if a temporary is employed for a year and then released it is assumed there was only reason for him being engaged for one year.

Q. Let us say a couple of years, or a man is employed for ten years as a temporary; now what?—A. Well, of course that introduces a different factor, because a person who is in that long—

Mr. FOURNIER: That is not being done—five, six or seven years.

The WITNESS: Oh, well, it is sometimes; it is occasionally done, but it is not frequent.

*By Mr. Cleaver:*

Q. Why should not they be put in a preferred position on the eligible list so that they could get a permanent position when the temporary position was concluded?—A. That is a question which the Civil Service Commission would be in a better position to answer than I am. A permanent employee who after working ten years is laid off is treated as you say, but a temporary is not unless the temporary has kept himself up to date on the eligible list at the commission.

Q. Is not your association interested in the temporaries?—A. Yes, it is.

*By Mr. Hartigan:*

Q. Are they members of your association?—A. Yes, in a lot of cases.

*By Mr. O'Neill:*

Q. Mr. Chairman, I should like to ask Mr. Phelan a question with regard to the percentage of temporaries. Is that 20 per cent of the entire civil service or 20 per cent of each department?—A. 20 per cent of each department, each unit of the service. The department may consist of several units, but each unit—

Q. 20 per cent of each unit in each department?—A. Yes; it is 20 per cent on the average, of course, for the whole, but it is supposed to be worked out on the basis of 20 per cent for each unit.

Q. If you have 20 per cent in each unit, what about a number of these units where they do not require any such percentage? Is that now 20 per cent?—A. Yes; I see your point quite clearly.

Q. The entire civil service may be already up to 20 per cent, but each unit of each department is what I am speaking of. If they had 20 per cent it

[Mr. V. C. Phelan.]

seems to be out of all reason.—A. That is why we suggest the unit ought to be looked into now. 25 per cent may be reasonable and justifiable in one unit, but in another unit 5 per cent might be agreeable. Then, of course, to some extent within a department, people who are found to be a surplus in one unit can be taken over by another unit on occasions.

*By Mr. Golding:*

Q. In these units of which you speak, where 5 per cent was mentioned as being sufficient, are there now 20 per cent of the employees temporary?—A. No; there might be because this order in council was put through early in 1936, and each unit has to work up to the 20 per cent; that is to say a staff might have been 95 per cent of 100 per cent permanent when the order in council was passed; and then the way the order in council is put into effect is by making new appointees temporary rather than permanent until the point of 20 per cent temporary has been reached. That is to say, out of a staff of 100 per cent permanent in 1936 when the order was passed, they did not demote 20 per cent to a temporary state to adhere to the requirements of the order in council. That was not the idea. The idea was as each vacancy occurred it would be filled solely on a temporary basis until 20 per cent of the staff had become temporary.

Q. Now, have you anything in mind that you could give us definitely as to what happened in this period of time since the order in council was passed?—A. I cannot give you figures as to how closely the 20 per cent has been approached. That is what you mean, I expect.

Mr. MACINNIS: It would reach it over a period of years.

The WITNESS: Yes.

*By Mr. Golding:*

Q. If you could give us some department that you have in mind that you think would not require more than 5 per cent of its staff temporary?—A. Some that would not require over 5 per cent? I mentioned Indian Affairs as being one where it would not require over 5 per cent. I cannot tell you the figure as to how many temporaries they have.

Q. You could get that?—A. I could, I expect, get that for you. I really expect that information has been filed with the committee. I think I saw it in the record.

*By Mr. Brooks:*

Q. What percentage of this 20 per cent would you say would be absorbed within a period of say two years, 80 or 90 per cent?—A. Of the 20 per cent? No, it would run less than that. It would run, I would say, about 40 per cent of the 20 per cent. That is to say it would be like 8 per cent in total over a period of years.

The ACTING CHAIRMAN: I think everybody has your opinion on that matter. Go on with the next point.

Mr. SPENCE: Mr. Chairman, before Mr. Phelan gets out of the witness box I want to make these observations to the committee. We are going too much into detail in this committee and are overstepping the mark for which we were appointed. We were put here for the purpose of finding out if the civil service was doing good work and whether the service could be improved. I believe we are going too much into detail and bringing out matters which nobody but lawyers will read over. Mr. Glen, the chief counsel of this committee—

Mr. GLEN: I listened to it.

Mr. SPENCE: It takes lawyers to get at the facts from the witnesses. I am not able to do that, as I am not a lawyer.

Mr. MACINNIS: It takes lawyers to confuse the witnesses.

*By Mr. Spence:*

Q. Mr. Phelan, you are representing the Civil Service Federation, I understand?—A. Yes.

Q. No doubt you have a brief. You are making certain recommendations on behalf of the civil servants for certain changes in the Civil Service Act; is that right?—A. Yes.

Q. You ought to be a judge of human nature; you ought to know a lot about men, and have you not come to the conclusion as you have been sitting here, and long before you came here, that it would make no difference what sort of body of men you would set up as a commission to do investigating work or reclassification or promotions or anything else, you would never satisfy the civil servants in all departments. Do you think that any class of commission at all would be able to satisfy them all?—A. May I answer that question by asking another?

Q. I know you have some ability.—A. May I answer that question by asking a question. Take 40,000 human individuals picked up anywhere, can you ever satisfy them all?

Q. You have answered my question by the statement you are making. You cannot satisfy them.—A. No. My point is the civil servants are not peculiar in that respect.

Q. You are rather peculiar, I am afraid. I am sure you are troubled with a disease called imaginitis. We have lots of good civil servants. Probably 90 per cent are giving good service to the country, maybe more than that. I am not going to condemn any of them, but there is the odd one that makes more trouble than anything else. Yesterday you were discussing something in connection with the meteorological office in Toronto. Now, I do not know the gentleman who is the head of it. I do not know anything about him. We were discussing somebody there not supporting the head of the department. There was a complaint about him being removed to some other part of the country. Do you not find from your examination around that there are sometimes people who are not supporting the head of the branch and they are not very friendly to each other, they do not agree and therefore they are not loyal to the head? You should know of that. If I were the head of a department I would have a man removed from my department to another position if I did not get loyalty from him. If I did not get him fired entirely, I would have him removed if he were causing me any trouble. The head of a department must have loyalty. If he does not get that loyalty he does not accomplish anything. Is not that true?

Mr. MACINNIS: He also must be loyal to his men.

Mr. SPENCE: A man who is running a department must have loyalty from his subordinate. You cannot run any business, no matter how small, neither a contracting business, nor a manufacturing business, nor anything else, without your staff behind you being loyal to you.

Mr. FOURNIER: The head of the department is put in there to serve the country and has to be as loyal as the civil servants.

Mr. SPENCE: I am not saying that. If a man is not fair to the help he should be removed himself, and I would be the one to recommend his removal.

Mr. FOURNIER: You discuss both sides, the civil servants and the heads of the departments also.

Mr. SPENCE: I do not know why we are spending so much time on this. I believe there is too much condemnation of the heads of the departments and the Civil Service Commission and everything else. You, Mr. Phelan, practically made a charge. You know about that. Yesterday you were discussing the matter of private secretaries, who after serving as secretaries for three years, were appointed to positions in the service and probably prevented somebody

[Mr. V. C. Phelan.]



else from getting a promotion. You were a private secretary yourself. I think I remember that time. Were you not a private secretary?

The WITNESS: Yes, that is right.

*By Mr. Spence:*

Q. A private secretary?—A. I was acting private secretary.

Q. You did not lose your job in the civil service afterwards. You returned to your full time job?—A. Quite true.

Q. You acted as private secretary, and you would not like to have been deprived of getting back to your job again. I do not see how it should have worked any differently for you. You were acting as a private secretary and were then taken back on the job again.—A. That is a question of a different order entirely. I was in the civil service; I had passed a civil service examination.

Q. I am not blaming you, my dear man. I size you up as having some ability. Probably you have got too much ability for this board, I do not know.

Mr. FOURNIER: That is your opinion.

Mr. SPENCE: This man is pretty clever. I am not blaming him for what he is doing. He is doing the work he is engaged for. He is here representing the Civil Service Federation. He received his directions from them; but in the meantime he practically makes the statement—he did not make the statement in these words, and I do not think he will admit it—that the administration of the Civil Service Commission is faulty, unfair and unjust. He would not go so far as to say that, but he has said it in other words. Have you not said it in other words?

The WITNESS: I appreciate the kindly things you have said and I would hate to reply—

*By Mr. Spence:*

Q. Do not worry about hurting my feelings.—A. But on the other hand—

Q. My head is pretty thick.—A. I think you will agree on reflection that I did not use these statements.

Q. I am reading between the lines.—A. The committee is, of course, quite able to draw whatever conclusions it will from what I have said. I do not think I should pin myself to a yes or no answer to a statement of that kind.

Q. I have objected to other questions being asked you which called for a "yes" or "no." I realize that. I have been mixed up in business all my life and I have become somewhat of a judge of human nature. I am not saying you should say "yes" or "no." I am not saying that, but that is really what you are making, a charge. Your federation are making a charge that the Civil Service Commission is faulty, unjust and unfair. If that is the kind of a commission we have we had better get busy and change it. We have, I think, a pretty fair commission. Mr. Glen, I know, is fair, and he is pretty optimistic; he thinks we will be able to get through. I do not think we can get through with this committee's investigation this year, to be frank about it; although I am very anxious to make a report. I do not think you could make a report on the evidence we heard yesterday or on to-day's proceedings. I do not think we could make a report on the brief evidence which has been presented to us by the civil servants yesterday and to-day.

The Acting CHAIRMAN: Do you not think we should let Mr. Phelan finish his evidence?

Mr. SPENCE: I have not spoken myself during the last two days very much, Mr. Chairman.

The Acting CHAIRMAN: You have been very, very kind.

Mr. SPENCE: Whereas some of the other members of the committee have been taking up a lot of time. My friend Mr. Glen here has been acting as a regular crown attorney, and I let him talk for two hours. I have many complaints, but I want to interject a little common sense into the proceedings.

Some hon. MEMBERS: Hear, hear.

Mr. GLEN: My good friend Mr. Spence called me crown counsel for this committee; I am going to resign my position right now in favour of Mr. Spence.

Mr. SPENCE: Oh, no, you are doing all right.

The Acting CHAIRMAN: All right, Mr. Phelan; what other points have you got?

The WITNESS: I think it might suffice if we mention the points and omit the supporting arguments.

The Acting CHAIRMAN: Yes, if that meets the approval of the committee.

The WITNESS: On the improvement of the service: We have suggested to the Civil Service Commission at different times in recent years that study courses be available to civil servants, particularly of course to the younger civil servants. Study courses on chiefly governmental administration and governmental routine should be available to civil servants through the Civil Service Commission. The difficulty there has been that the commission has not, so they have told us, the staff with which to initiate these courses.

Mr. TOMLINSON: Or the money.

The WITNESS: Staff, not money; there would not be any cost aside from the staff, and really it would be a matter of only one or two for looking after it. There might be very small printing costs but it would not amount to much. However, that is something which is not only in the interests of the civil servants but also of the government, and that is something we are very much interested in seeing accomplished. However, we have suggested to the commission, as far back as 1935, that the time has come when without prejudice to those already in the civil service clerical positions in the service should be required to have as a minimum of education high school graduation. That has not been the rule so far, but in order to improve the standard of the civil service we would suggest that such a rule be made and that it be applied definitely.

Mr. GREEN: Did the witness say university graduation?

The Acting CHAIRMAN: No, high school graduation.

The WITNESS: High school graduation for clerical work, and without prejudice to those persons already in the civil service, properly admitted, who have not that standing.

*By Mr. Hartigan:*

Q. Would that apply to the outside service as well?—A. To clerical work, yes. In 1932 we made the suggestion to the then committee on civil service that there should be set up a general appeal board, an inter-departmental appeal board to hear complaints as to the practices which follow from the carrying out of the regulations in the civil service. We would like to repeat that request and I think it is only necessary to refer in that connection to the 1932 proceedings which deal quite fully with our evidence on the subject.

On the subject of salaries, perhaps the session is so late the committee does not intend to go into questions touching salaries; and if that is so, and I take your answer to be in the negative, then we will pass that up.

Then, on the subject of employees who are on prevailing rates of pay; that is to say, mechanical employees—

[Mr. V. C. Phelan.]

*By Mr. O'Neill:*

Q. Just a moment, before you leave that; have you any suggestion to offer as to how that appeal board shall be made up?—A. Our suggestion is that that appeal board consist of three members; one from the Civil Service Commission, one from the Treasury board to represent the government in a general way, and one representing the civil servant; that the appeal board would hear appeals where it is claimed that regulations made under the Civil Service Act or under any other Act apart from superannuation, of course, which would affect the conditions of work, might be investigated and adjustments recommended to whoever would have the authority to adjust matters.

Q. Your opinion is that the decisions of the appeal board would be final?—A. No, it would be an advisory board. Of course, to have the board effective it would be needful that the board's recommendations should be followed in most cases; but it would still be up to those in authority to make the necessary adjustments. The board would not have executive powers.

*By Mr. Spence:*

Q. How many boards would you like us to establish before you get through?—A. How many—

Q. How many appeal boards do you want; do you want one appeal board to investigate the work of the other?—A. I would hardly think that necessary.

Q. That would be rather embarrassing to you, and if you don't want to answer it you don't need to.—A. No, not a bit, the answer definitely is no. You ask if one should be appointed to look into the work of the others. You have got to reach finality sometime and we think you would have it here.

Mr. SPENCE: That is the point I want to make, that you have got to have finality somewhere. We want you to be satisfied.

The WITNESS: We ask for one board. We would be glad to get that and nothing more.

On the subject of prevailing rate employees: We might respectfully suggest to the committee that these employees might properly be placed on stated annual salary rates under the Civil Service Act where the work they are performing is of a permanent nature, and that they should be made permanent.

That covers what we have to submit, except for an item which Mr. MacIsaac wishes to deal with.

The CHAIRMAN: Thank you, Mr. Phelan. Will you go straight ahead, Mr. MacIsaac.

Mr. MACISAAC: The items I have to refer to here this morning will take just a few minutes. They will be very brief. They relate to the Private Secretaries' Act. That Act has been referred to on numerous occasions. We have two definite suggestions to make this morning, and I think if you permit me to make this submission it would be the best approach to the problem.

Mr. SPENCE: Go ahead and read the brief, but read a little louder. We are all interested.

The WITNESS: Do you wish me to read the Private Secretaries' Act?

The ACTING CHAIRMAN: No, I think we know that.

The WITNESS: All right. In connection with the Act we have two suggestions to make: The first is that sub-section two of section 60 be amended by striking out the word "lower" in the 12th line of the said subsection, and put in the word "higher".

*By Mr. Spence:*

Q. What does that mean?—A. I was just coming to that, sir. In the event of a minister or other member of the government, or the leader of the



opposition for whom a person is acting as secretary ceasing to be a minister or a member of the government, or to be leader of the opposition, as the case may be, the said secretary shall thereupon be appointed to a permanent position in the public service classified not lower than that of chief clerk, provided the said secretary has been acting as such for a period of not less than one year. That is where the word "lower" comes in. Now, our suggestion here is that the word "higher" would be a suitable word. It would not be doing any damage to any person who is now in the civil service. We suggest that this will have no effect on those men and women who came into the service under the Act as it stands now. They could not be affected in any way; that is why we think our suggestion is fair. We have only suggested a change in the word "lower" to "higher" in order to regulate to a very great extent a situation which has developed during the course of a number of years. Is that clear?

The ACTING CHAIRMAN: Yes, that is clear.

*By Mr. Fournier:*

Q. Have you instances where these private secretaries were appointed to higher positions than head clerks immediately after being ministers' secretaries?

—A. A don't know many. I know some of these men have worked along to promotions from one position to another until to-day they hold very high positions.

Q. They become deputy ministers, commissioners, and so forth and so on?

—A. Yes, but that was because they were fully qualified. They were first class men as we understand it.

Our other submission is this, that subsection 2 of section 60 be amended by striking out the words "three years" and inserting the words "for the duration of the parliamentary term," or in any case not less than "four years." We think that is fair. We think that would not work any injustices on any person coming into the service; and, again, it cannot, in our opinion, apply to any persons presently employed in the capacity of private secretary or ex-private secretary. We think the suggestion is reasonable.

*By Mr. Glen:*

Q. You don't take into account the fact that a man who becomes a private secretary may have lost his opportunity in business life, do you?—A. We realize that, and we know of many private secretaries who have sacrificed a lot.

Q. One year to them would be just as bad as three or four years.—A. It is three years now, Mr. Glen.

Q. I see?—A. It is three now. The amendment of 1932 provided for three years. It was one year originally.

*By Mr. Tomlinson:*

Q. Why was the change in the limit made?—A. I cannot answer that question, Mr. Tomlinson; I think possibly it was because of the fact that the Act was promulgated coming on towards the end of the session, or something of that kind. That is just my guess.

*By Mr. Fournier:*

Q. What is the reason for making it 4 years instead of 3 years?—A. For the same reason that it was amended to read 3 rather than 1.

Mr. TOMLINSON: What was that?

The ACTING CHAIRMAN: That was in order to make it more difficult.

Mr. MACINNIS: The principle was wrong in the first instance.

The WITNESS: I am not prepared to say that the principle is wrong.

[Mr. J. A. MacIsaac.]

Mr. FOURNIER: What was wrong?

The WITNESS: For example—

*By Mr. Fournier:*

Q. You said that the principle of appointing private secretaries of ministers to the civil service was wrong—A. No, no.

Q. That was what I understood you to say?—A. No.

Mr. MACINNIS: The objection is that they get into the civil service without having to pass an examination.

Mr. FOURNIER: Over 30,000 people got into the civil service just that way.

Mr. MACINNIS: That may be so, but that does not mean that the principle is not wrong.

Mr. HARTIGAN: The principle is wrong. They get in not lower than chief clerks.

Mr. FOURNIER: They don't—

Mr. HARTIGAN: Yes, under that Act he must be taken into the service at a status not lower than chief clerk.

*By Mr. Hartigan:*

Q. May I ask what you mean by that word "higher"; would that mean that they must necessarily be appointed at that as a minimum?—A. No. The salary range as far as a chief clerk is concerned is from \$3,120 to \$3,700.

Q. Yes; he must be absorbed into the service at a salary of not less than \$3,120 to \$3,700?

*By Mr. Spence:*

Q. Does that apply to women also?—A. Yes, sir.

Mr. HARTIGAN: Just a minute, please; let me proceed. Let me see. How many of these secretaries are there who have to be absorbed after every parliamentary term?

Mr. FOURNIER: If you read the section, the minister has—

The Acting CHAIRMAN: Just a moment, Mr. Fournier; Mr. Hartigan has the floor.

*By Mr. Hartigan:*

Q. Let me ask a few questions. I am looking at it from the standpoint of the people of Canada not of the civil service. Let me clear it up. I am looking at this as an expense to the country. Here is one place where I say that the administration of the Civil Service Act will not stand the scrutiny of the light of day.

Some Hon. MEMBERS: Hear, hear.

*By Mr. Hartigan:*

Q. It will not. How many would you have to take care of each year; would it be 18 or 20?—A. Approximately, yes.

Mr. HARTIGAN: I mean, after a term.

The WITNESS: Just there, Mr. Hartigan, a minister might have more than one private secretary.

Mr. HARTIGAN: Oh yes, he might have three or four for that matter.

The WITNESS: He might have more than one; so I cannot answer that question definitely.

Mr. HARTIGAN: We will say 20.

The WITNESS: Let us say 15—12 or 15?

Mr. HARTIGAN: All right, coming in every year at not more than this rate. The Acting CHAIRMAN: Every term, you mean.

Mr. HARTIGAN: Yes, every term. And they come in at rates not lower than that of chief clerk. Now, let us follow that out from there. What puzzles me is how these people are absorbed in positions that would be necessary—in which they could give the service necessary for the pay they receive from the people of Canada. Do you know of any cases where these secretaries and head clerks are doing the work of clerks grade 1?

The WITNESS: I think I can answer that in the affirmative; yes.

*By Mr. Hartigan:*

Q. A person getting a salary of from \$3,120 to \$3,700 and yet he is doing the work of a clerk grade 1?—A. There are such cases.

Mr. HARTIGAN: There must be many of them. Let me follow this up a little further.

*By Mr. Hartigan:*

Q. Are there people holding these large salaried positions working in the civil service under the commission who have no work to do, who are kept there as ornaments?—A. Did you say in the Civil Service Commission?

Q. Yes, under the jurisdiction of the Civil Service Commission? They are in the civil service under the Civil Service Commission.—A. I take it that the Civil Service Commission has no jurisdiction in so far as these people are concerned because they come under a special Act.

Q. Under that Act they come under the jurisdiction of the Civil Service Commission?—A. Yes.

Q. All right; they are under them. Now, there are some there who are kept negative but who are still drawing their salaries?

Mr. MACINNIS: They are a negative quantity.

The WITNESS: I would not say they are a negative quality, however.

*By Mr. Hartigan:*

Q. As far as their work is concerned they are negative if they are incapable of producing the work necessary to justify the salaries they draw.—A. I answered your question. I said that there were cases of private secretaries in the service who were only doing the work of a grade 1 clerk. Does that answer your question?

Mr. HARTIGAN: To a certain extent.

*By Mr. MacNeil:*

Q. You do not mean that they are incapable of doing better work?—A. I would not say that.

Mr. HARTIGAN: That is carrying out Mr. MacInnis' statement as to their being a negative quantity. That is all wrong. It is a deception, and more than that it is a deception being practised on the people of the Dominion of Canada, Mr. Chairman.

*By the Acting Chairman:*

Q. Does that apply to assistant private secretaries?—A. Only to private secretaries as such.

Q. How about the assistant private secretaries?—A. They are not included.

*By Mr. Fournier:*

Q. You mentioned the fact that some of the private secretaries are doing the work of clerks grade 1?—A. I believe so.

[Mr. J. A. MacIsaac.]



Q. Are they classified as such?—A. I think not.

Q. Whose fault is it that they do this work?—A. I could not answer that question.

Q. You know that they would have to be classified at least as head clerks?—A. As chief clerks.

Q. They would have to be classified as chief clerks?—A. Yes.

Q. But you say they don't do that work—

Mr. HARTIGAN: They would have to be paid as such.

Mr. FOURNIER: That is what you said.

The WITNESS: Yes. If you are a chief of personnel and a private secretary is referred to you for classification and you have no position in your department calling for the classification of a chief clerk you have to put that person to work in some capacity.

*By Mr. Fournier:*

Q. But that would be on work of a temporary nature, until a vacancy was available?—A. Some of those whom I have in mind have been carrying on—a gentleman whom I have in mind has been carrying on in that capacity for several years.

Q. But then, there was no vacancy in that department?—A. I cannot answer that question.

Q. Would you think that the deputy minister would hold this man down because of his former associations?—A. Oh, Mr. Fournier, I cannot answer that question. I don't think I should be asked to answer that question.

Q. You know that certain ex-private secretaries in departments are receiving pay without doing any work for it; you know that?—A. No, I do not.

Q. You do not know that in certain departments there are men right in offices there who are doing nothing and who receive their pay? Why? Heads of departments are keeping them that way, that is why. That is what it works out to. You say you do not know cases of that kind?—A. That would not be the fault of the civil servant; it would be because of the fact that the deputy head was not finding him any work. I do not think the civil servant to whom you refer should be held accountable for not working under those circumstances.

Q. Do you think that a private secretary is not a good man, or that he should not be given work to do?—A. We have nothing to say against private secretaries as individuals. I would like to say that in my opinion they are a very excellent and highclass type of man and woman. We are only suggesting a change here in so far as the principle is concerned. Nothing here is suggested or said against or about any of the ladies or gentlemen concerned who have acted in the capacity of private secretary at any time.

Q. You want a change in the word "lower" to "higher"?—A. Yes.

Q. What was the reason for that?—A. If not a change to "higher" they could still only be paid at the rate of chief clerk.

Q. Yes; and still you have known men who have been appointed to higher positions than that of chief clerk; that is what you have in mind?—A. Well, they were later on, yes; but they qualified later on, yes.

Mr. GLEN: That is not the question.

*By Mr. Fournier:*

Q. My question is; you are asking for this amendment because you have in mind cases where private secretaries were appointed to higher positions than that of chief clerk after they have left?—A. Not necessarily.

Mr. PHELAN: That is true, they were so appointed on leaving their jobs as secretaries.

*By Mr. Fournier:*

Q. Have you names?—A. I have, but I do not think I should be called upon to produce them here. I could give them to you privately. I do know of instances.

Q. And they are rated as very good and efficient servants—A. I am not disputing that; I am just answering the question about the specific case. It is true that has happened.

Q. It was said this was against the merit system, or this principle was against the merit system?—A. I beg your pardon?

Q. It was mentioned that the principle laid down in this section was against the merit system,—that it went outside of the merit system in the appointment of these private secretaries to positions of chief clerks.—A. That is the general feeling throughout the service.

Q. That is the general feeling throughout the service?—A. Yes.

Q. And you know how the merit system has been working?—A. I have a fair idea.

Q. You know that section of the act?—A. Yes.

Q. The Civil Service Act?—A. Yes.

Q. You have read through the last lines of section 2?—A. I have.

Q. Which says that in urgent cases temporary appointments are made without examination?—A. Certainly.

Q. And these people are chosen by whom?—A. The case of ex-private secretaries?

Q. No, according to section 21 of the act?—A. Oh, I see; in the regular fashion, yes.

Q. Oh, no, they are not chosen in the regular fashion. There is no examination. They bring them into the service without examination.—A. They are referred to in the regulation and in the act.

*By Mr. MacInnis:*

Q. They cannot be made permanent without examination?—A. No.

Mr. FOURNIER: No, but they prepare them; they train them before they go to the examination.

Mr. MACINNIS: It does not affect this principle.

Mr. FOURNIER: Yes, it does.

*By Mr. Fournier:*

Q. Do you not think a minister is as good a judge as his deputy?—A. We have no quarrel about that. I repeat that there is no reflection intended in so far as any individual is concerned. We are simply suggesting a change in the principle as set out in the Private Secretaries Act. There is no reflection whatever. We should like to make that clear; our association desires to make that perfectly clear, because that would be an unfortunate interpretation of our suggestion.

Q. You want to limit the entrance of these private secretaries to positions not over chief clerks?—A. Not over chief clerks.

*By Mr. Spence:*

Q. And in the service for four years?—A. And in the service for four years.

Mr. TOMLINSON: They might have to come in as grade 1 clerks.

Mr. HARTIGAN: It would be better for them; they would be giving service.

The ACTING CHAIRMAN: That is a matter for the committee to determine, I should think.

[Mr. J. A. MacIsaac.]

The WITNESS: I think the committee could determine that.

*By Mr. Fournier:*

Q. Then you could bring them down from \$3,000 to \$720.—A. Oh well, yes, it would be possible to do that; but no private secretary would be submitted to any such a reduction.

*By Mr. Glen:*

Q. Why leave it in the act that it could be done? Will you not agree that a private secretary is in a very confidential relationship to the minister?—A. Oh, yes, sir.

Q. And that he has got to leave his business in order to attend to the minister's duties, and the minister must have every confidence in his secretary?—A. Yes.

*By Mr. Cleaver:*

Q. Did I understand you correctly a moment ago to suggest that a minister might have more than one person who could qualify under this act?—A. Yes, I think so.

Q. Well, I am reading the act: "Any person may be appointed by a minister to be his secretary".—A. Yes.

Mr. MACNEIL: That is allowed.

Mr. PHELAN: You may appoint two or three.

The ACTING CHAIRMAN: Gentlemen, if you will excuse me, I might say that we all know the facts about the secretaries. Mr. Phelan has drawn the matter to the attention of the committee. There is no evidence that we have not got on the subject, because we all know the conditions. Is it not a matter of each member's opinion on the subject, which we can discuss when the report is being drawn up?

Mr. SPENCE: You are quite right, Mr. Chairman.

Mr. CLEAVER: I would like to know the reason for the changes.

The WITNESS: Because it has been left out. May I answer that question, Mr. Cleaver?

Mr. CLEAVER: I am going to ask it, if you do not mind. Your proposed amendment in effect is this, that when a government goes out of office the incoming government, if desirous of doing so, can see that the private secretary of any minister of the outgoing government would receive the lowest position in the service.

Mr. SPENCE: He says that.

The WITNESS: Not necessarily.

Mr. CLEAVER: No, just a minute.

Mr. FOURNIER: That is what he did say.

*By Mr. Cleaver:*

Q. You say not necessarily?—A. Yes.

Q. Would you explain the meaning of this amendment as you propose it?—A. The meaning and why? It would be a rather long story to go back over that.

Q. You do not like my explanation.—A. Oh, I like it, yes.

Q. Give me yours.—A. Your explanation is interesting to me. I do not dislike it at all.

Q. Do you deny its accuracy?—A. I do not deny its accuracy, no.

Q. Do you admit its accuracy?—A. I admit the possibility.



Q. Yes, and that is why you propose it?—A. No, not at all.

Mr. HARTIGAN: Look at it from another angle. There is another angle on that principle, and that is that this man may be placed in a position which he is capable of filling and where there is work for him to perform; it does not necessarily mean that he comes in at the lowest point. It is like putting a round peg in a square hole. If you have a highly qualified man and you put him at doing a grade 1 clerk's work at this exorbitant salary. With this amendment, I can see where the department could take that secretary and give him a position which he was well qualified to fill and give him the salary that went with that position. That would be right and that would be fair.

Mr. CLEAVER: Yes, but—

The ACTING CHAIRMAN: Well, gentlemen, does this not show that it is a matter of opinion?

Mr. HARTIGAN: Yes.

The ACTING CHAIRMAN: It is a matter for the individual members to decide when the committee is deciding on their recommendations.

Mr. HARTIGAN: That is right.

Mr. CLEAVER: In answer to what Mr. Hartigan has said, I may say that I do not think there is a civil servant in the civil service who is more apt to incur political animosity than the private secretary of a minister.

Mr. FOURNIER: That is right.

*By Mr. Cleaver:*

Q. And is it not reasonable to suppose that the incoming ministers will exact a toll against that man? And should he not have some reasonable protection?—A. You suggest that the incoming ministers are unfair, Mr. Cleaver?

Mr. GLEN: Well, it is political.

Mr. TOMLINSON: We will answer that later on.

Mr. FOURNIER: We should not ask you.

*By Mr. MacInnis:*

Q. Mr. McIsaac, may I ask if this does not account for the opposition of the civil service organizations to the bringing in of private secretaries into the service: First of all, they come on, do they not, as temporary civil servants under the minister?—A. That is right.

Q. They do not pass any examination?—A. Not necessarily.

Q. They do not pass any examination under the Civil Service Commission. Then they are admitted into the civil service and are appointed to positions that other qualified civil servants could take by promotion?—A. Possibly.

Q. Yes; and then they are taking a position in the civil service that they are not qualified to take according to the merit system. That is the basis of your opposition, is it not, as it has been laid down before commissions year after year?—A. I could not agree that they are not qualified to take the position.

Q. No, no, no; but they are not qualified by taking examinations.—A. Yes; I see what you mean.

Q. Their position is no different from the minister appointing any one from outside who had not been in the service at all, as far as the civil servants are concerned.

The ACTING CHAIRMAN: Order, gentlemen; it is a little difficult to hear.

The WITNESS: That is right.

[Mr J A. MacIsaac.]

*By Mr. MacInnis:*

Q. Is that correct?—A. Yes.

Mr. TOMLINSON: I just want to offset that question, Mr. Chairman.

Mr. O'NEILL: Mr. Chirman, we have had all this evidence; I think we are absolutely out of order.

The CHAIRMAN: I suggested that fifteen minutes ago, but the committee insisted on questioning.

Mr. TOMLINSON: I want to ask this question.

*By Mr. Tomlinson:*

Q. Is it not a fact that the minister must have a very capable private secretary? You admit that?—A. I am quite prepared to admit that.

Q. How would that minister be able to go to a young man who has got that particular knowledge and capacity and ask him to come down here with him for possibly one session, or three sessions, or four sessions on the salary that he would be allowed, and at the end of that time if the government is defeated he has only a grade 1 clerk's job? Would you say that he could be expected to obtain that class of private secretary under that condition?—A. No, certainly not.

Q. He could not, under the situation as you would have it there.—A. No.

Mr. PHELAN: Would it meet the objection if the suggestion were changed to read—taking out the word "lower" and leaving out "higher than chief clerk"?

Mr. GLEN: That is far more fair.

Mr. PHELAN: Making it just "chief clerk."

*By Mr. Green:*

Q. What do you think of the English system where private secretaries are either taken from the civil service or are taken in without there being any provision made for them such as we have in this act?—A. With the exception—of course, they are paid an additional \$600 in the British civil service, the same as in Canada here under your present system. A private secretary may be recruited from the service and paid an additional \$600 per year while so acting. At the end of his term, or the parliamentary term, that civil servant would return to his former position with the loss of \$600.

*By Mr. Tomlinson:*

Q. They are doing that to-day?—A. Yes, in the odd case.

Q. Oh, yes.—A. That is quite true.

*By Mr. Green:*

Q. But in England, if a minister brings in an outsider, that outsider goes out when the minister goes out?—A. Well, he moves out with the minister, as I understand it.

An Hon. MEMBER: Not necessarily.

*By Mr. Tomlinson:*

Q. But they have under-secretaries over there?—A. Yes, they have.

Mr. GREEN: Their set-up is different.

Mr. TOMLINSON: Yes, very different.

The WITNESS: Their set-up is quite different.

The ACTING CHAIRMAN: Order, gentlemen.

The WITNESS: Mr. Chairman, just following our conversation, we have another definite suggestion to make, and it is in writing.

*By the Acting Chairman:*

Q. I thought that you said there were two?—A. Well, this is a recommendation. Our association suggests:—

That a record of all ex-private secretaries be prepared by the Civil Service Commission, this record to indicate the departments or branches in which these men or women are employed, indicating, also, the nature and classification of the work in which they are now engaged. In cases where persons are performing duties, and such work in a classification lower than that of chief clerk, such names to be placed on an eligible list, and to be assigned in order of seniority and fitness for position, over outside applicants and nominees, particularly in respect of grade 4 positions as at present given to university graduates.

That is an observation by our association which we pass on to you, Mr. Chairman, for whatever use you may see fit to put it to.

Mr. PHELAN: Thank you very much, Mr. Chairman. May I say that I hope the suggestions we had advanced did not sound as though we were saying anything by way of complaint. It was not our idea to lodge complaints. I was most sorry that unfortunately I had to use a personal case by way of illustration. But I cannot make this point too strongly, that I have no complaint against the Department of Labour where I am happy to say I am engaged, and I would not want to be misunderstood in that respect.

The ACTING CHAIRMAN: I think that is quite clear.

Mr. PHELAN: We advanced our suggestions with the idea that they might possibly be of a little help to the committee,—with the idea that at least they would let the committee know how the civil servants felt. They are not grievances. They are not complaints. While it is not possible to satisfy all the civil servants, sometimes it is possible to do a few things that will go a little distance in that direction. Thank you very much, Mr. Chairman and gentlemen.

The ACTING CHAIRMAN: I will now call on Mr. Knowles.

FRED KNOWLES, Secretary, Amalgamated Civil Servants of Canada, sworn.

*By the Acting Chairman:*

Q. Will you tell the committee what position you hold so that they will know, Mr. Knowles?—A. I am national secretary of the Amalgamated Civil Servants of Canada. The Amalgamated Civil Servants of Canada is an organization 4,582 strong, consisting of civil servants in the main outside of the city of Ottawa, the membership of which is confined to all departments of government. I have a brief here covering seven points, and I think every member of the committee was mailed a copy of it, with the exception of Mr. Spence, who was not then a member of the committee. Our first request is as follows:—

We request that the merit system of appointment to, and promotion within the civil service of Canada, be extended to include all positions, whether the incumbents of office are paid by hourly, daily, monthly or annual rates of pay; and suggest that the first step should be the cancellation of order in council P.C. 1053 of the 20th of June, 1922, and such other orders in council that have taken away from the scope of the Civil Service Act positions previously thereunder, and the inclusion of the Income Tax Branch of the Department of National Revenue.

In support of that, I may say that we take the position that the Civil Service Act was passed for a specific purpose, and that purpose was to reduce the cost of government administration that was entailed in a system conforming to the principles upon which the Civil Service Act is based. We contend that

[Mr. Fred Knowles.]



the Civil Service Commission Act is sound, if honestly administered; and we see no reason why the Civil Service Act should not apply to all positions in the civil service of this country. That is all I have to say to that, gentlemen.

*By Mr. Green:*

Q. What is that privy council order 1053? What does it set out?—A. I think the committee already have that on record. It was filed by the Civil Service Commission previously.

Q. What is the tenor of it?—A. The tenor of it is that it exempted hundreds of positions from the Civil Service Act.

Q. It is on the files?—A. Yes.

I would like to say something in connection with the Income Tax Branch. The Income Tax Branch of the Department of National Revenue is at the present time not under the Civil Service Act. We contend that there is no valid reason why the Income Tax Branch of the Department of National Revenue should not be under the Civil Service Act. The employees are under the act in so far as the regulations of the Civil Service Commission are concerned; and recently a classification of the staff was made by a departmental committee, and the Treasury Board sent out to the Civil Service Commission for review to bring the salaries in line with the salaries in the rest of the civil service. Under those circumstances we see no reason why the employees in income tax should not enter the service by competitive examinations in the same manner as is applicable to similar services in any other department.

*By Mr. Spence—*

Q. Is there any demand by the employees of the Income Tax Department? Do they want to come in under the civil service?—A. We took a vote of our members—

Q. That is what I want to know.—A. —in connection with that.

Q. Yes.—A. And I have to be honest—we did not have any vote east of the city of Ottawa. But in the income tax staff from Vancouver, B.C., east up to Ottawa, the vote was more than 99 per cent in favour of coming under the Civil Service Act.

Q. That is what I was informed.

*By Mr. Fournier:*

Q. Those are employees in the Income Tax branch?—A. The Income Tax branch.

*By Mr. Tomlinson:*

Q. Just the members of your association?—A. Members of the association.

*By Mr. Fournier:*

Q. How many members have you in the Income Tax Branch?—A. I do not think I can tell you from memory. I can give it to the committee this afternoon. I do not think I can tell you from memory the members—

Q. Approximately?—A. —because our organization is an organization organized by departmental groups; that is to say, we have the post office group, we have the national revenue group, and the groups send their per capita tax to me in Ottawa here; it is a department, and not just a section of a department. But there are a substantial number of the staff of the income tax in the territory that I have located that are members of our organization.

*By Mr. Fournier:*

Q. Are there any complaints that they are not well treated in that branch?

Mr. SPENCE: There is no complaint.

The WITNESS: We are not complaining about how they are treated in the branch. We are complaining of the method on which they are appointed.

Mr. FOURNIER: Are there any complaints that they are not efficient?

Mr. TOMLINSON: Why should you complain?

Mr. MACINNIS: He is a citizen of Canada.

Mr. TOMLINSON: I know. He is secretary of the association. What is the reason?

The WITNESS: Our association takes the view that all persons working for the federal government should come into the service by a competitive system.

*By Mr. Tomlinson:*

Q. Do not these men come in—A. No.

Q. —by competitive examination?—A. Not to my knowledge.

*By Mr. Fournier:*

Q. You mean to say there is not a board right at that branch to examine the candidates before they come in?—A. There is no competition advertised for employees entering that department.

Q. I am not asking that; do you not know that in that department the commission has boards to examine candidates who are appointed to these positions?—A. Oh, yes; that is true; but the fact remains that all citizens of this country cannot apply.

Q. Why not?—A. Because they are not advertised.

Mr. GREEN: It is 1 o'clock, Mr. Chairman.

Mr. SPENCE: They do advertise those positions. I know in Toronto they advertise in respect to the Income Tax branch.

The WITNESS: That is news to me.

Mr. SPENCE: You see, when the Income Tax branch was first established it was thought that it would only be a temporary thing.

The WITNESS: We admit that.

Mr. SPENCE: It has now become permanent. It looks as though the income tax is to stay with us for the rest of our lives.

The ACTING CHAIRMAN: Let Mr. Knowles proceed with his submission.

Mr. GREEN: It is a long submission.

The WITNESS: I want my lunch before that. I want to go home for lunch.

The ACTING CHAIRMAN: We will adjourn until 4 o'clock.

The committee adjourned at 1.06 p.m. to meet again at 4 p.m. o'clock this day.

## AFTERNOON SESSION

The committee resumed at 4 o'clock p.m.

The CHAIRMAN: Good afternoon, gentlemen. Good-day, Mr. Knowles.

Gentlemen, I hope that we will finish this afternoon, and I have just a few questions to ask officers of the Civil Service Associations; and Mr. Knowles will have an opportunity to complete his presentation. But I have here a typical case of office politics, and if Mr. Knowles does not mind I will put it before the committee now; or after he is through—it is just a reference.

Mr. KNOWLES: I am entirely in your hands, Mr. Chairman.

[Mr. Fred Knowles.]

The CHAIRMAN: If Mr. Knowles will permit it, I will show you what it is. It is a case in the Mounted Police where a young lady has been there for four years—six years; she did not pass any examination, she was put in there because her father was one of the inspectors. The Civil Service Commission are not to blame for that, but it shows what is going on in some places. I will show you what it is.

Mr. Knowles, you are welcome to continue your presentation.

The WITNESS: Question No. 2 has been covered by representations by other witnesses, and it is in connection with private secretaries. We requested that section 60 of the Civil Service Act which reads as follows—

(1) Any person may be appointed by a minister of the Crown or other member of the Government or by the Leader of the Opposition to be his private secretary.

(2) If such person holds a permanent position in the Civil Service he may be paid an additional salary not exceeding six hundred dollars a year whilst so acting; but if he does not hold a permanent position in the civil service he may be paid such salary as the Governor in Council may *prescribe*, and in the event of the Minister or other member of the Government or the leader of the Opposition for whom he is acting as secretary, ceasing to be a minister or member of the Government or to be leader of the Opposition, as the case may be, the said secretary shall thereupon be appointed to a permanent position in the public service classified not lower than that of chief clerk, provided that the said secretary has been acting as such for a period of not less than three years.

Be amended by striking out all words after the word *prescribe* in the sixth line as above.

Mr. FOURNIER: We know the section.

The WITNESS: We ask that it be amended by striking out all the words after the words "prescribe" in the 6th last line of my memorandum. I might say that quite definitely we are opposed to changing the word from "higher" to "lower" as was suggested this morning. Our case is based on this principle; we think it is wrong for any government to be compelled to place persons in positions of \$3,120 to \$3,700 maximum whether there are any positions or not, or whether the person concerned is qualified to hold such a position. We say that principle is wrong and that it should not continue any further than it has continued up to date. That is all we have to say about it.

*By Mr. Fournier:*

Q. You don't agree with the other association?—A. We certainly do not agree with the word "higher" being changed to "lower", because it does not—

Mr. FOURNIER: You are making a mistake yourself, they want the word "lower" changed to "higher".

The WITNESS: In any event, that does not matter; we do not want it changed from "higher" to "lower" any more than we want it changed from "lower" to "higher." The principle involved is exactly the same and it is the principle we are fighting against, not the word.

Mr. SPENCE: Then you are opposed to private secretaries getting jobs in the civil service at all?

The WITNESS: No, sir.

Mr. FOURNIER: So they say.

The WITNESS: We say that the Act provides now for private secretaries to be appointed from within the service and they are permitted an additional salary of \$600 a year as well as the salary of the position they occupied before they became private secretaries; and we say that private secretaries should be enlisted from the service.



*By Mr. Spence:*

Q. What do you mean by, "from the service"?—A. From the civil service. We claim that there are men in the civil service thoroughly qualified to act as private secretaries to ministers.

Mr. SPENCE: A man wants a confidential friend as his private secretary.

Mr. FOURNIER: The minister would have a word to say about that.

The WITNESS: If a minister wants a confidential friend as his private secretary he should only have such a confidential friend in that position so long as he is the minister and not any longer.

Mr. FOURNIER: That is your opinion.

Mr. SPENCE: You are rather dictatorial.

Mr. MACINNIS: Not more than the others.

The WITNESS: I am not dictatorial at all.

Mr. FOURNIER: This doesn't go as far as the other gentlemen did.

Mr. GREEN: The other people didn't go quite that far.

*By the Chairman:*

Q. Would you object to the appointment of private secretaries to positions which are not under the Civil Service Commission now?—A. I could not be in favour of that because I am opposed to any positions being exempt from the Civil Service Act.

Q. No, no; I refer to those positions which are exempt at the present time.—A. As a matter of fact, gentlemen, I have nothing whatever to say in connection with that.

The CHAIRMAN: I knew that would be your answer. It is good.

The WITNESS: Our third point is:—

3. We request that Section 49 (3) of the Civil Service Act which reads as follows:—

In making promotions, the Commission may by regulation restrict the competition by merit to all employees, or to employees of certain classes of a specified seniority, and may prescribe the marks or ratings to be obtained by such employees for efficiency and seniority, such marks or ratings not to exceed *one-half* of the total required under any merit system or method adopted by the Commission for promotional purposes.

Be amended by deleting the words "one-half" in the sixth line above, and substituting the words "sixty per cent" therefor.

At the present time ratings are based on 50 per cent for fitness for position, 30 per cent for efficiency, and twenty per cent for length of service. It is felt that 40 per cent for fitness for position, 30 per cent for efficiency, and 30 per cent for length of service is a fairer basis, but the wording of the Act as above, prohibits a change without an amendment to the Act itself.

We contend that efficiency and length of service are two concrete factors; and that fitness for position is not a concrete factor. We think it is wrong for two concrete factors to be equalized by a factor that is not concrete. We admit quite frankly that fitness for a position should be the main principle; and we are asking for 40 per cent for fitness for position, 30 per cent for efficiency and 30 per cent for length of service; in other words the major will still remain for fitness for position.

*By the Chairman:*

Q. Now, Mr. Knowles, you know very well there are several factors to fitness and several factors to efficiency.—A. Yes.

[Mr. Fred Knowles.]

Q. Therefore I wonder how much the word "fitness" is appropriate? When someone says, "I feel fit," it means he is in good health and it does not always mean he is fit for a position. With regard to efficiency, there are many factors that enter into it, and I fear that there would be an injustice to employees in the future if we left it at that. Unfitness as well as inefficiency enters into it. It is not the same thing at all as if you had determined factors, as I said yesterday to Mr. Phelan, I believe. The factors I mentioned yesterday were, I believe, neatness in the person, neatness in work, punctuality and so on. Marks could be given for each.—A. Mr. Chairman, I am not trying to argue that what constitutes fitness to-day is correct. I am simply trying to argue that no matter what system they have for fitness it should count 40 per cent rather than 50 per cent.

Q. My point, Mr. Knowles, is that if what establishes or determines the fitness is not clearly shown in detail the marks will necessarily be obscure and very probably unfair to the employee. The same thing applies to efficiency. I do not accept—naturally I speak for myself—general expressions that can be turned upside down to the disadvantage of someone. I want something clear and definite. You understand what I mean?—A. Yes.

Q. In principle you agree with me, I believe.—A. I believe that what I have said is quite clear and definite.

Q. Oh, no, it is not about what you have said it is about the word "fitness" and "efficiency" that I am speaking. The word "efficiency" is an American word and has been used mostly since the Americans became so efficient. The word "efficiency" is a word that means a lot and means nothing. Pretty nearly the same thing applies to the word "fitness." I find ratings based on fitness and efficiency—I exclude seniority, because it is a matter that can be controlled, the other two things cannot be controlled—a little hard to understand. If I am in your employ and you rate me on fitness and efficiency, you can give either a fair rating or an unfair rating and it is impossible for me to check your rating. Moreover, it is impossible for me to improve my service on such ratings, because I never know what is fitness and what is efficiency.—I see.

*By Mr. Fournier:*

Q. Why do you want it changed from 50 to 40?—A. Because we think, as I said before, that it is not right that two concrete factors should be equalled by a factor that is not concrete.

The CHAIRMAN: I am not strong on mathematics but I would like to discuss it from another point of view.

*By Mr. Fournier:*

Q. You mean fitness is not a concrete factor in the rating?—A. If you pay any attention to Mr. Pouliot, certainly not. He says it cannot be determined and if it cannot be determined—the word "fitness"—how can it be concrete?

Q. It is arbitrary, that is what Mr. Pouliot says.

Mr. GREEN: That is what the witness means, too.

*By the Chairman:*

Q. What is "fitness" and what is "efficiency"? What do you mean by that? Tell us what you mean by that. If you do not tell us what you mean by that we will not be able to follow your argument.—A. I say efficiency in any position is giving the best possible service to the employer.

Q. And "fitness". That is the disposition to do that?—A. Fitness under the Civil Service Act in this particular clause does not refer to fitness as to work that you are now doing. Fitness is for a future position. That is why I say it is not a concrete factor because you do not know, nor can you know with

any degree of definiteness whether I would do well in a position to which I was promoted even though I was an exceptionally good man on the job I had previously.

Q. There are two factors to fitness, education and experience; and even those who are not in the civil service must have fitness for a new position they will occupy in the service when they are assigned.

Mr. MACINNIS: Is not there another factor, capacity, capacity for doing work in another line? Is not that what is really meant by "fitness" here?

The CHAIRMAN: I tell you, Mr. MacInnis, I see only two factors. I see the factor of education and the factor of experience. In other words, what a man has done in the past, his record. I do not see a distinction that one can make with regard to a third point on fitness; but this applies naturally only to promotions.

Mr. GREEN: Does not the witness mean that it is far easier to assess a man's work in his department, work he has actually been doing, than it is to assess what his future usefulness will be in another position? For that reason his future usefulness should not count for 50 per cent.

*By the Chairman:*

Q. I think a man must be prepared for the new post.—A. I might state this: I think without fear of contradiction that the Civil Service Commission are not opposed to the suggestion I make. I think the Civil Service Commission cannot make a change even if they desired to do so unless they get an amendment to the Act, and that is why I am asking for an amendment to the Act.

The CHAIRMAN: You may ask for anything.

*By Mr. Fournier:*

Q. Before I am convinced that you are right I will have to have serious reasons. These commissioners have experience in these matters.—A. Yes.

Q. And when this was discussed before, they seemed to think that these ratings of 20, 30 and 50 were the best that could be devised. They are experienced men.—A. I just got through telling you that I had conversed with the Civil Service Commission in connection with this matter and that they were not averse to making the change that I desire, but cannot make the change until the Act is amended, and I am asking that the Act be amended to permit the Civil Service Commission to make the change if they think it in the interests of the service to do so.

Q. They did not make that suggestion when they were witnesses here.—A. Because that question did not come up.

Mr. TOMLINSON: Yes.

*By Mr. Fournier:*

Q. We discussed it for days.—A. What?

Q. The promotion system we have.—A. Oh, yes, you discussed the promotion system for days.

Q. And the ratings.—A. But you did not discuss any proposal to change the Act in that manner.

Q. We asked for suggestions.—A. Well, I am giving you one.

Q. Of the commissioners, and I think they have more experience than you have in these matters.—A. I grant that; I am not all-powerful.

Mr. GREEN: I think the witness should have protection.

The CHAIRMAN: If the witness asks for protection we will grant it.

The WITNESS: I am not asking for protection.

Mr. TOMLINSON: He does not require it.

[Mr. Fred Knowles.]



The CHAIRMAN: He needs no protection.

Mr. SPENCE: I believe, Mr. Chairman, we had better hear this gentleman's statement. We can discuss it later then.

*By the Chairman:*

Q. Mr. Knowles, will you please read your statement and then we will ask you questions.

Mr. FOURNIER: I do not want him to read the sections of the Act.

The CHAIRMAN: No; leave the sections of the Act.

The WITNESS: I would like to say, with the exception of one particular point, there is very little to read. There is quite a little to read in connection with suggestion 4 and I hope I will be permitted to read it with the exception of reading the orders in council which are contained in the brief.

The CHAIRMAN: Now, Mr. Knowles, for your information, your report will be included in ours.

The WITNESS: I hope it will.

The CHAIRMAN: I tell you that. Your report will be included in the report of the committee.

The WITNESS: Yes.

The CHAIRMAN: Therefore everything will be read not only by us but by each member of the House of Commons and the two leaders of the larger parties.

The WITNESS: My fourth point is:—

4. We request the clause (3) of section 105, page 25, of the Civil Service regulations, reading as follows:—

Any person who, directly or indirectly, solicits or endeavours to influence a member of the Commission or any officer thereof, in favour of his appointment, promotion, transfer or increase of salary, shall be deemed to be unworthy of such appointment, promotion, or increase, and it shall not be accorded to him, and if he is employed in the Civil Service, he shall be liable to immediate dismissal.

Be deleted from the regulations on the grounds of impracticability and that the Civil Service Act be amended to provide definite enforceable penalties for soliciting, these to be made applicable to all person either inside or outside of the Civil Service.

Mr. FOURNIER: Is that a fine or imprisonment?

Mr. SPENCE: Imprisonment for life.

*By Mr. Tomlinson:*

Q. I should like to ask one question here. I have listened to the evidence of the Professional Institute; I have listened to the evidence of Mr. Phelan; I have listened to the evidence of yourself, and I wondered just why we have three distinct and separate associations of the civil servants of Canada.

Mr. SPENCE: That is not half.

The WITNESS: Thank you for that; I agree with you.

*By Mr. Tomlinson:*

Q. I ask you that because every one of them have a different idea of what would be for the benefit of our civil service.

Mr. DEACHMAN: Is not that a foolish excuse, coming from a man in the House of Commons, where we have five and a half parties?

Mr. TOMLINSON: I asked it because I do feel that if these civil servants want to obtain the redress of certain of their grievances why should they not get together and form one association and bring it here—

Mr. SPENCE: How many organizations are there?

Mr. TOMLINSON: We have three organizations and I shall just indicate what they said. The Professional Institute say we should have a council, a national council. Mr. Phelan, representing the Federation, says we should have a three-man board appointed and then we should go further and have an appeal board. He does not agree with the other man at all. Here is another man comes along and he says the income tax should be brought in. He says now that members of parliament should not interview in any way the Civil Service Commission.

The WITNESS: I did not say that.

*By Mr. Tomlinson:*

Q. Tell me why we should not have one association of the civil servants of Canada?—A. My dear fellow, that is funny.

Q. Tell me that.—A. I have been advocating one organization of civil servants for twenty years, so you are talking to the wrong man.

Q. Why can you not obtain it?—A. I do not know.

Mr. GREEN: Why do you fellows not all turn Conservatives?

Mr. TOMLINSON: You certainly would unity there, Mr. Green.

Mr. DEACHMAN: As Mr. Euclid said, that would be absurd.

Mr. GREEN: It would also be good for the country.

Mr. SPENCE: Let us hear the man's evidence.

*By Mr. Fournier:*

Q. Have you any complaint that the third subsection of regulation 105 is infringed upon?—A. No. It does not mean anything simply because it is never used, and it is impractical; because you cannot prove whether a man has been soliciting directly or indirectly. You can conceive of a position where a man could solicit for some one and that some one may not know anything at all about it.

Q. Suppose we amend the act. How would we prove the same offence under this amendment, where you want to penalize a man?—A. I leave it up to the committee to determine what penalties are necessary. What I had in mind more than anything else—

Mr. TOMLINSON: What would you suggest as a penalty?

Mr. FOURNIER: For a member who is recommending an applicant?

The CHAIRMAN: That he shall kiss his tongue.

The WITNESS: I would say that if the person was in the service, he should be definitely dismissed for soliciting on his own behalf.

*By Mr. Fournier:*

Q. I am speaking about members recommending applicants?—A. I say they should be fined pretty stiffly. What I am driving at is simply this: If you will inculcate in the minds of civil servants the definite idea that the door is closed, you will do more than you think to help yourselves.

Q. We have got that in regulation 105.—A. The idea that I have in mind is created by this—

Q. It exists, actually?—R. Wait a minute. If there is a promotion in a certain department of the government, certain people run to the member of that particular constituency asking that they receive assistance from him to get that promotion.

Q. Why do they do that?—A. Because they think that the M.P. has something to do with it.

Q. Do you think he has?—A. I do not think he has, no.

[Mr. Fred Knowles.]

*By Mr. Tomlinson:*

Q. Do you think he should have?—A. No.

*By Mr. Fournier:*

Q. If he does so, fine him.—A. I am quite sure that if the civil servants as a whole knew that there was a law, a definite law, which prohibited them from soliciting, the life of members of parliament in this country would be a darn sight more comfortable than it is to-day.

*By Mr. Tomlinson:*

Q. Were you a member?—A. No.

Q. Then you do not know what you are talking about?—A. I do not, eh?

Q. No.—A. Well—

Q. I will tell you that frankly, too.—A. I certainly do know what I am talking about.

Q. Oh, you do not; oh, no.

Mr. GREEN: Order, Mr. Chairman.

*By Mr. Fournier:*

Q. You have heard about this; that is all.—A. Heard about it?

Q. It is hearsay.—A. Well, I was in public office myself and I have some experience of it—not necessarily as a member of parliament, but in a public office; and I know from personal experience that these things happen.

*By Mr. Tomlinson:*

Q. Give us a few facts now.—A. Well, I can give you quite enough.

Q. Give us a few facts.

Mr. GREEN: Let him go on.

The WITNESS: Are you trying to suggest—

Mr. SPENCE: Let him make all the demands he wants. He will not get many, anyway.

The CHAIRMAN: We have not any definite answers from any associations of the civil service—no definite answers, no facts.

The WITNESS: Do you say that I have given you no definite answers?

Mr. TOMLINSON: Of course not.

The CHAIRMAN: Definite answers, giving facts.

The WITNESS: Oh, yes.

The CHAIRMAN: I will bet, Mr. Knowles, that you will not give us any more facts than Mr. Phelan or Mr. Beauchamp have given. I will bet you that.

Mr. GREEN: He is not getting very much chance to give facts or anything else. I suggest that he be allowed to go on.

The CHAIRMAN: I would like him to read the whole thing of number 4. Mr. Knowles said that it was most important.

The WITNESS: I have finished with number 4. I made an error when I said what I did about reading number 4. It is five that I want to read.

The CHAIRMAN: Five is a long story, and we have no authority to deal with the Finance Act.

Mr. TOMLINSON: Yes, Mr. Chairman; and I asked him a while ago why there were three associations that come in here. Every one of their representations is different.

The CHAIRMAN: It is the same thing as in the appointment of small postmasters. When they are divided—when the people there are not united in



recommending one man, I tell them that no appointment will be made. Now if there is no agreement between the various associations of the civil servants, we can do nothing. We do not know which one is right.

Mr. TOMLINSON: I cannot tell you.

The CHAIRMAN: It creates embarrassment instead of bringing light into our deliberations.

The WITNESS: Well, on number five, we request the abolition of Order in Council P.C. 84/978 of April 22, 1936; and in this particular connection all the organizations that have appeared before this committee are in favour of that.

The brief reads as follows:—

5. We request the abolition of Order in Council P.C. 84/978 of April 22, 1936.

#### *Treasury Board—*

The Board had under consideration the following memorandum from the Honourable the Minister of Finance:—

- (1) That under the provisions of Order in Council of July 16, 1935, P.C. 1/2035, the restrictions then in effect respecting permanent appointments in the Public Service were cancelled;
- (2) That this has resulted in permanent appointments being made without regard to maintenance of a margin of temporary employees to provide for fluctuations in volume of work, greater flexibility of staff and increased incentive to new appointees;
- (3) That it is in the interest of efficiency and economy that such margin should exist in every division of the Public Service.

The undersigned, accordingly, recommends that the proportion of permanent employees to the existing basis fixed establishment (normal staff requirements) of any unit of the Public Service shall not at any time exceed 80 per cent subject to such regulations as the Treasury Board may prescribe, including the following:—

- (a) The classification of the Public Service by units for this purpose.
- (b) Approval of the proportion of employees who may be made permanent in each unit, in accordance with conditions of employment and probability of fluctuations of staff requirements in each unit.
- (c) Exemption of any unit where special requirements render such action in the Public interest;
- (d) Provision that this regulation shall not disturb the status of any employee now in the service.

The Board concur in the above report and recommendation, and submit the same for favourable consideration.

E. J. LEMAIRE,

Clerk of the Privy Council.

The preamble of the Order in Council outlines, the reason for its being, as “provisions for fluctuations in volume of work, greater flexibility of staff, and increased incentive to new appointees”.

The objective may be alright, but the means adopted to gain that end in our judgment is impractical of service-wide application, will not increase incentive to new appointees, and will impose conditions on individuals within the service that are far from equitable.

What incentive is there for employees placed in a permanent establishment within which it is provided that at least 20 per cent of that permanent establishment shall for ever remain temporary? The true answer to that is none.

[Mr. Fred Knowles.]

We have already had lots of experience with continuing temporaries and the result is far from good, either from the administration or the staff viewpoint.

It is all very well to state as is stated in Clause (d) of the Order in Council that: "Provisions that this regulation shall not disturb the status of any employee now in the service", if one is not conversant with the experience of the service and has not the proper background, but to those understanding the service, it is somewhat tragic.

Hundreds of employees of Government since and before 1918 have been holding permanent positions temporarily even in non-fluctuating services it will be poor comfort for those to be told that their status will not be disturbed, but it will be hard to comprehend how this can increase incentive.

The principle of temporary employment in permanent positions after capability and efficiency have been proven, can be construed to be contrary to the Civil Service Act, section 25 of which reads:—

After a person has served in a position for the probationary term of six months or twelve, as the case may be, he shall be deemed to be appointed to such position. 1918, c. 12, s. 14.

Further, the principle of temporary employment in permanent positions has been condemned by Parliamentary investigating committees on more than one occasion. Now we find that instead of clearing up the "Long term temporary problem" as recommended by such committees, that this Order in Council proposes to turn this problem into a permanent disease, without giving one thought to the welfare of those affected at all.

The economics to be affected as mentioned in the preamble are to be gained by adopting a policy of cheap labour by keeping at least 20% of the staffs within a unit at the minimum rate of pay irrespective of ability or efficiency, thus perpetrating injustices in the name of economy, on those least able to bear it. There is no equity or justice in decreeing that 20% of a permanent establishment shall receive different treatment than the 80% for doing similar work. If salaries in the service were static there might be some merit to the proposal because salary rates would not then be interfered with and equal pay for equal work would be forthcoming. Presumably persons on prevailing rates of pay will receive the prevailing rate whether they are among the 20% or the 80%, but those on a sliding scale based on length of meritorious service will not be so treated, the 80% having a sliding scale basis, and the remaining 20% kept stationary at the smallest compensation within the range of their class for an indeterminate number of years, which past experience indicates may be a lifetime. Further, irrespective of ability, they will be ineligible as entrants in promotional competitions and be deprived of the privileges of the Superannuation Act. Why speak of incentive under these circumstances?

These proposals if carried out in accordance with the provisions of this Order in Council (Class C notwithstanding) will have a very serious affect on the financial standing of the Superannuation Fund, creating a sub-normal inflow, because temporary employees are not eligible as contributors. It is true that if and when permanency is attained, they are permitted to accept half their back service for superannuation purposes free of charge, or, pay for all of it, but the income of long term temporaries is such that they cannot afford to pay for back service with interest charges, so they are more than likely to accept half for nothing, to the detriment of the Fund. If, as has happened in the past, permanency is not reached when retiring age arrives, special provisions have to be made from the Public Treasury via Calder Act or similar methods, which are alright from the viewpoint of humanitarianism, but certainly are not sound economics.

No one with any sense of public decency wants to overload the public service with an excess of employees over and above the number required to give efficient service, and no one could reasonably object to the control of fluctuating

staffs, but the provisions of this Order in Council will simply tie the service in knots, and is already doing it in more than one quarter.

The CHAIRMAN: All right, sir.

Mr. FOURNIER: Next point.

The CHAIRMAN: That is all.

Mr. FOURNIER: No, six and seven.

The CHAIRMAN: Oh, yes.

The WITNESS: I shall read number six.

- (6) We request the granting of full permanent status to all so called "permanent temporaries" who have been occupying permanent positions since before the passing of the Civil Service Act of 1918, and who were not blanketed into the service while the blanketing regulations were in existence.

All civil service organizations agree on that.

Mr. TOMLINSON: Oh, yes; I will take that back, that is the first thing they have agreed on.

*By Mr. Fournier:*

Q. How many are there left of these temporaries?—A. Well, there were around 300 of them up to quite recently, when some of them were absorbed in the reorganization of the Department of Transport; and through the medium of that reorganization act the minister was permitted to make the long-term temporaries in the Transport Department permanent, and I understand that they have been made permanent. The last parliamentary committee that we had recommended to the government that they believed there was justification for granting permanent status to the employees in question, and they recommended that the Civil Service Commission be instructed to prepare the necessary regulations for submission to the Governor in Council to give effect thereto; but up-to-date I understand that the government has taken no action in connection with that phase of the report.

*By Mr. Tomlinson:*

Q. What government?—A. I beg your pardon?

Q. What government?—A. Both governments, I would assume.

*By Mr. Green:*

Q. What was the number of that Order in Council?—A. I will tell you in a moment.

*By Mr. Fournier:*

Q. P.C. 84/978?—A. No, I do not mean that. The first Order in Council was P.C. 2958 of the 16th of December, 1920; the second was P.C. 3895 of October 22, 1921; and those were abolished later on.

Q. The Order in Council you mention is of the 22nd of April, 1936?—A. That is in the previous question, not in this question.

Q. I see.—A. The story simply is that the government of the day passed blanketing-in regulations when the Civil Service Act was passed which permitted the departments to blanket-in the employees holding positions that came within the scope of the Civil Service Act; and this was carried on for a number of years. Then the government abolished the blanketing-in regulations before all persons who were eligible to be made permanent had been made permanent. The result is that these people are still temporaries; they are ineligible for promotional competitions; and to make it worse, they are

[Mr. Fred Knowles.]



still holding head-of-household bonus, and when the dependents decrease—that is, if the wife dies, or if they have children and are widowers, and the children reach over the age of sixteen, they receive reductions in salary ranging from \$60 to \$300 per annum.

*By Mr. Tomlinson:*

Q. What is your suggestion now in connection with the ratings of different civil servants?

Mr. FOURNIER: That is his salient point.

Mr. TOMLINSON: I would like to know.

The CHAIRMAN: It is number 7.

The WITNESS: I would prefer, if you do not mind, to talk about that after I have made a statement in connection with number 7 of this brief which refers to that.

*By the Chairman:*

Q. Are you through with number 6?—A. So far as I am concerned, yes.

Q. Go on to number 7, please.—A. Number 7 is as follows:—

*Promotional competition.* We request the creation of rating review boards, solely with the object of improving promotional procedure and creating more confidence in it.

Mr. TOMLINSON: That is my question right now.

The WITNESS: Wait a minute. I want to say that, in my opinion, taking a long view of it, or a concrete view—

*By Mr. Tomlinson:*

Q. What do you mean by a long view?—A. Over a long number of years.

Q. Yes?—A. Taking into consideration the large number of promotions within that period of years, my opinion is that there is not so much complaint about promotions as some people think. I would also say that office politics—

*By the Chairman:*

Q. They do not exist?—A. I would not want to say that for one minute.

*By Mr. Tomlinson:*

Q. Well, say “yes” or “no”; do they?—A. What?

Mr. FOURNIER: Do office politics exist?

*By Mr. Tomlinson:*

Q. Do office politics exist?—A. Tell me first what you mean by office politics.

*By the Chairman:*

Q. By office politics I mean intrigues carried on underground by some officials or employees to protect their own friends, to the detriment of others who are more worthy than their friends.—A. You mean favouritism?

Q. Yes.

*By Mr. Tomlinson:*

Q. What do you say?—A. I would say to a degree that favouritism exists; but it is not wholesale.

Q. It is not office politics.

Mr. FOURNIER: It would be terrible if it was wholesale.

*By Mr. Tomlinson:*

Q. You say it is not office politics?—A. I did not know what office politics were, until you just gave the explanation.

Q. You should know.—A. I never heard the term until recently.

The CHAIRMAN: Mr. Tomlinson, "favouritism" is the King's English and "office politics" is slang.

Mr. TOMLINSON: I would rather use the slang expression because two of the civil service commissioners, the heads, have used "office politics".

The CHAIRMAN: I know that very well. I said that as a joke.

The WITNESS: I might state that what I am asking for in section 7 is in an endeavour to eliminate, as far as is humanly possible, this so-called favouritism.

*By Mr. Fournier:*

Q. And create more confidence in the system?—A. Yes.

Q. There is lack of confidence, actually?—A. What I am driving at—

Mr. TOMLINSON: He says there is not.

Mr. FOURNIER: He mentions that in his report.

The WITNESS: I did not say there was no such thing. I said it was not wholesale.

*By Mr. Fournier:*

Q. And creating more confidence in it?—A. Yes.

Q. There is not enough confidence, then?—A. That is so.

Q. So there is lack of confidence.

Mr. TOMLINSON: No. He does not say there is lack of confidence.

Mr. GREEN: Mr. Chairman, I would ask—

Mr. MACINNIS: I wonder if the witness could not be allowed to make his statement?

Mr. GREEN: I think this sort of thing should stop. Mr. Knowles represents many hundreds of responsible citizens, civil servants in Vancouver—

Mr. TOMLINSON: He represents four thousand.

Mr. GREEN: —and I want him to have a fair hearing here. It is impossible for any man to make a proper presentation when he is being interrupted in this way. Let him finish his remarks on one subject, and then he can be asked questions, in the same way as was done with the others. Surely that is the only fair way to do it.

The CHAIRMAN: Mr. Green, you have spoken just in the same way as I would have spoken myself.

The WITNESS: I am asking for the creation of rating review boards, and I want to have the privilege of explaining just exactly what I mean. I do not think it is necessary to have a permanent appeal board in connection with promotions; but I do think that there should be an appeal board where dissatisfaction is evident. For instance, when a position has been advertised for promotion and has been filled, I think that the person who won the competition should have a probationary period for a period of three months.

*By the Chairman:*

Q. I would say six months.—A. Well, I am not arguing as to the time. I do not care if you make it six months.

Q. I agree with you on that. I am not in favour of that.—A. And if at any time during that three months any competitor in that competition is dissatisfied

[Mr. Fred Knowles.]

with the result of it, or the ratings in connection with it, he should be permitted to ask for an appeal or a rating review board, as I call it. When he does this, I suggest that the Civil Service Commission shall be instructed to form such a board, consisting of one person nominated by the departmental head in the locality where the complaint is made, such person not to be a rating officer; the second person on the board shall be a person elected by the staff in that particular locality, who is not a competitor in the competition; and a representative of the Civil Service Commission. These three persons shall review the ratings in connection with that competition and make a report to the Civil Service Commission along these lines:—

I, John Doe, think that the ratings in this competition are fair because—

or:

I, John Doe, think that the ratings in this competition were unfair because—

Then they go ahead with the appeal. But the board is then out of existence until there is another competition in which there is a disagreement.

I am quite satisfied that by far the biggest proportion of promotions in the service are fair and they are accepted by the staff. Those who are disgruntled, of course, make the noise. There is no noise if the competition is deemed to be fair.

So there is no necessity, in my opinion, of a permanent board; but there should be an appeal in cases where favouritism has been shown or undue pressure has been shown; and the man should be able to appeal to a board in the manner in which I suggest. I do not think it would cost the country anything; will create more confidence in the promotional system; will prevent those persons from getting ratings in accordance with what somebody else wishes them to have, and it will act as a deterrent to them because they know sooner or later that their work will be reviewed by a board that is independent.

*By the Chairman:*

Q. Your idea is that the board should be changed each year?—A. I do not say it should be appointed for a given time at all. The board should be created at the time and place where there is dissatisfaction.

Q. Now, Mr. Knowles, I have a few questions to ask you. With regard to ratings, do you agree that sensible ratings can be made only by the immediate superior of the employee?—A. I think that the immediate superior of the employee is the proper person to rate.

Q. Would you be in favour of open marks?—A. Definitely, yes.

Q. Open within the branch?—A. Yes.

Q. The lower grade employees could be rated by somebody in the department; it would be like a pyramid with different classes of employees who would be all rated by their immediate superiors.—A. Yes, and the marks should be open.

Q. The marks should be open and they should be detailed, in the first place, in order to give an opportunity to the employee to improve his work.—A. Yes.

Q. And then they should be open to others within the branch to prevent favouritism as much as it can be prevented?—A. What do you mean by "others within the branch"?

Q. Supposing we worked together in the same office under the same chief; that I would have the opportunity to see your marks, and you would have the opportunity to see my marks; therefore, if there are unfair marks given to either of us, the other one could check them?—A. I am in favour of open ratings; I do not know just how you would operate them.



Q. Open ratings to prevent favouritism.—A. Yes.

Q. Another question, Mr. Knowles, which has not been brought up by you but which I asked Mr. Phelan yesterday. It is about the compulsory retirement of men at 65, of women at 60, and optional retirement with 35 years' service for men, or optional at 60. Would you agree with that?—A. I am in favour of optional retirement for men at 60, compulsory retirement for ladies at 60; optional retirement for men at 60, and compulsory at 65, yes. I am not in favour of a man being superannuated after 35 years of service if he has not reached the age of 65.

Q. I mean 60 for men, optional, and compulsory at 65?—A. Yes.

Q. And women, compulsory, at 60?—A. Yes, I am in favour of that.

*By Mr. Tomlinson:*

Q. Mr. Knowles, you represent the head of an association of 4,000 odd civil servants.—A. Yes.

Q. We have the Professional Institute and we have the Federation.—A. Yes.

Q. And then yourself?—A. Yes.

Q. And we have had different ideas of the whole situation.—A. Yes.

Q. How can you expect this committee to arrive at a definite decision when the three of you come in with different ideas and different difficulties? I say "different difficulties," but I mean that you have difficulties only you ask that they be remedied in a different way.—A. I think this committee should decide on the merits of the case irrespective of who brings forward the evidence.

Mr. GREEN: Hear, hear.

*By Mr. Tomlinson:*

Q. You decide on that?—A. No.

Q. Do you ask us to believe you ahead of Mr. Phelan?—A. I did not say anything of the sort. I said this committee should base its findings on the evidence presented to it irrespective of who presented it, whether it is right, sound or otherwise.

The CHAIRMAN: We are well disposed in your favour, Mr. Knowles.

The WITNESS: I do not dispute that.

*By Mr. Tomlinson:*

Q. I was asking you, and you have not told me yet, why you have not one federation of civil servants. You could have three, but you could probably come to one understanding and bring your difficulties to us here.—A. I want to say this: there are far more organizations in the civil service of this country than have ever appeared before this committee. As a matter of fact, instead of three or four, I venture to say there are over fifty.

Mr. BROOKS: He is not a dictator; he cannot compel them to join one association.

Mr. TOMLINSON: I am not trying to be dictatorial to this man or anyone else. I am trying to tell the civil servants of Canada that if they have difficulties they could have fifty associations but they should have one association that could come before this committee with concrete facts and suggestions instead of having three different ideas presented.

Mr. FOURNIER: This is a free country.

Mr. TOMLINSON: It may be a free country, but, after all, we cannot sit three or four times a year.

The WITNESS: Mr. Tomlinson, I cannot fight with you because I agree with you; I think we should only have one association.

[Mr. Fred Knowles.]

Mr. TOMLINSON: I know you do.

Mr. GREEN: Try and get it.

The CHAIRMAN: Have you any questions to ask Mr. Knowles, gentlemen?

Mr. FOURNIER: Mr. Knowles, are you in favour of a standing select committee of the House on civil service matters?—A. The answer to that is certainly.

*By the Chairman:*

Q. Do you think, Mr. Knowles, that the work we have done until now will be helpful to the civil servants to a certain extent?—A. I think that I had better wait until I see the results.

Q. That is a very able answer, Mr. Knowles. But do you not think that the evidence contained in the reports is beneficial to the civil servants at large.—A. I will admit that I learned a whole lot from it.

Q. Thank you.—A. I want to thank you very much for the privilege—

Q. I thank you, Mr. Knowles. You are one of the gentlemen I know who understands that it is impossible for all to agree except in a few instances. I thank you for your evidence on behalf of the committee, and you have our best wishes.—A. Thank you very much.

*By Mr. O'Neill:*

Q. Mr. Knowles, I understand you are in favour of having a select standing committee of the House on civil service matters?—A. Yes.

Q. Would you be in favour of that committee, providing, of course, that the member of parliament from the constituency where the trouble arose did not participate—would you be in favour of that committee settling a dispute, if there is a dispute, as to a promotion?

The CHAIRMAN: Just the same as the Senate committee on divorce.

The WITNESS: I think you will be putting a whole lot on that committee if you give them authority to settle all disputes in connection with promotions. I would say if that were generally known that you were going to do such a thing you would have to have an excursion train running to Ottawa.

*By Mr. Tomlinson:*

Q. How do you feel about the advertising of vacancies occurring in the civil service?—A. What do you mean?

Q. I mean, do you recommend the present method of advertising?—A. I think they should be advertised as completely as it is humanly possible to advertise them.

Q. What would you suggest, you are at the head of this association?—A. I think that the newspapers are the best medium for advertising of that nature.

Q. That will reach all the corners of the dominion?—A. Yes, sir, that is right. I do not think they should hide any competition.

Mr. FOURNIER: It would be expensive, though.

Mr. TOMLINSON: I do not think so.

The CHAIRMAN: On the other hand, the more applications, the more discontentment you will have.

*By Mr. Golding:*

Q. Mr. Knowles, you are apparently not satisfied with the ratings that have been given on some occasions.—A. I did not say I was opposed to the ratings. Some people complain about the ratings, and I want a review board. In some cases ratings are based on favouritism; there is not the slightest doubt about that. My idea of a review board is to prevent this favouritism, because

these people work in the dark and what I want to do is to bring them in the open, and if you bring them in the open you will stop favouritism.

The CHAIRMAN: A sun cure.

*By Mr. Golding:*

Q. You mentioned that ratings were made because somebody asked them to be made that way, or somebody suggested that ratings were made because of some suggestion that was made; have you any case now that you know of definitely where ratings were made because someone had approached the examiners, whoever they may be, to ask that certain ratings be made?—A. I have no definite case of that, but there is a general feeling—

Q. Well, there may be a suspicion.—A. That is it, there is a suspicion, and you cannot prove suspicion—some people heard John Brown wrote Tom Smith because the postmaster suggested it to him. Now, the postmaster would not admit he made any such suggestion, and the individual to whom the suggestion would be made would not admit that the postmaster had given the suggestion, even if he had.

Q. You have not any concrete case in mind.—A. If you have this review board when there is unfairness it will bring matters of that kind into the open.

Q. You have not any concrete case in mind?—A. No, because if I had I would immediately expose it.

Q. You surely have not much to complain about if you do not know of one definite case about which you can tell this committee. Surely there is not much to complain about.

Mr. MACINNIS: I think your question ought to be asked in this way—

Mr. TOMLINSON: No, let Mr. Golding ask his own question.

*By Mr. MacInnis:*

Q. Mr. Knowles, some complaints regarding unfair ratings have been brought to your attention.—A. Yes.

*By Mr. Fournier:*

Q. Give us the names.—A. No.

*By Mr. Tomlinson:*

Q. Why will you not give the names?—A. I cannot give you the names.

Q. You have had no complaints?—A. Over a ten-year period, with an average of a thousand promotions a year, when the ban was on, I have had less than fifteen complaints in connection with promotions.

*By Mr. Boulanger:*

Q. Mr. Knowles, have you had complaints to the effect that rating officers used threats or promises to get some applicants out of the way of the person they have received instructions to promote?—A. No, I have had no cases of that sort.

Q. I have heard that some rating officers would say to an applicant, "You had better tear up your application, we have something better for you; or, if you insist on your application going forward, well, it is too bad for you," or something to that effect. Have you heard that?—A. Mr. Tomlinson, I would like to point out that my difficulty is just as great as yours. I get a complaint in connection with a promotion; they tell me that John Brown was not rated right, that he should be rated higher, and that favouritism is rampant. But if I ask them to come down to brass tacks and tell me who is pulling off the favouritism, I cannot get it.

[Mr. Fred Knowles.]



Mr. TOMLINSON: They won't give it to you.

Mr. FOURNIER: They might lose their positions.

The WITNESS: No.

*By Mr. Tomlinson:*

Q. What is the reason they won't give it to you?—A. Fear.

Q. Fear of whom?—A. Fear of the officials higher up.

Q. I am not asking you that. I say, fear of whom?—A. No, no; in the case of a post office it is fear of the postmaster; in other cases it is fear of the rating officer, say the supervisor of letter carriers, lest his complaints against the supervisor become known, because he would get in bad if it is known that he has made complaints against the supervisor or the postmaster.

Q. Why should he refrain from making complaints to you; he has nothing to fear from you, has he?—A. Yes, of course he has.

Q. Why?—A. Because it might go back and come to the knowledge of the supervisor or the postmaster in the office in which he works.

Q. What would they do?—A. They would check over this report with the supervisor or the postmaster, and that is what starts the trouble and it is just too bad for the party who complains.

Mr. TOMLINSON: You are making very serious allegations here against the Post Office Department.

The WITNESS: I am?

Mr. TOMLINSON: Yes, you are—he is telling us just exactly what would take place.

The WITNESS: Go ahead.

*By Mr. Tomlinson:*

Q. Now then, what you say is this, that because a certain man is not rated properly that that man will not complain because of fear— —A. Oh, no, I didn't say that.

Q. Well, I asked you why those complaints could not be made to you as head of this association in the proper course of events?—A. They are made to me every day by the score, and there is no such thing as what you are trying to make out happens.

Q. Oh, no, I am not trying to make out anything. I am just trying to point out to this committee the situation as I see it.—A. The reason individuals will not complain is because of fear, whether their fear is well founded is none of my business, but the fear is there anyway.

Q. But as head of your association it is your business to tell them that they have no cause to fear?—A. I have told them that there is nothing to fear, but I can't remove that fear from their minds.

Q. Then you have no complaints?—A. I am not complaining.

*By Mr. Fournier:*

Q. Do you suggest that in that department that fear does exist to such an extent that a man will not bring his case to the attention of the proper parties?—A. He did not ask me that question; he asked me why persons would not come out with complaints, and I simply told him that they would not complain because of fear. Now, I am quite satisfied in my own mind that there is nothing to be afraid about, but the fear is there anyhow.

Mr. TOMLINSON: Well, if there is no reason for that fear by those complainants there must be some reason for their keeping their mouths closed.

The WITNESS: How many persons do you know in the government employ who are willing and brave enough to go contrary to the ideas of their chief?

Mr. TOMLINSON: We are not asking you that.

*By Mr. Fournier:*

Q. They usually give us the details but they also ask that no names be given publicly. When we can find out whether they are right or wrong we are sometimes able to do something.—A. That is why these men asked me not to use their names—because of fear.

Mr. TOMLINSON: Nobody has ever asked me not to use his name.

*By Mr. Fournier:*

Q. I think I agree with you that in certain departments this regime of fear exists.—A. Sure.

Q. Would you suggest some way that we could report to the house by which that situation could be remedied?—A. Certainly, the review board.

Q. Well, that is your suggestion?—A. Certainly.

Q. The appeal board on the ratings?—A. Certainly.

Mr. TOMLINSON: I don't like this man talking about one department; I will tell you that right now. Are there any other departments?

The WITNESS: I was talking more about the Post Office Department.

Mr. TOMLINSON: But you have not mentioned any others. I will tell you this, I do not think you are telling us the whole story.

Mr. GREEN: Oh, well now, that is hardly fair.

The WITNESS: You cannot say that I am not giving you the truth.

Mr. TOMLINSON: Why can't I?

The WITNESS: Because you cannot.

Mr. TOMLINSON: I certainly can say it to you. I am telling you right now that I am not so sure that you are telling the whole story.

The WITNESS: I make the statement right now that I never told anything but the truth to anybody, to your or anybody else.

Mr. TOMLINSON: I am asking you to give us the whole story.

The CHAIRMAN: Say it with flowers, Mr. Tomlinson.

Mr. TOMLINSON: I am asking you if there are cases that you know of outside of the Post Office Department?

*By Mr. Cleaver:*

Q. You have 4,000 odd members. Would you be good enough to tell me if with respect to your association in the last 12 months there have been any complaints of unfairness in connection with investigations carried on in respect to ratings and promotions?—A. In the last 12 months, none.

Q. You have had no complaints in the last 12 months with respect to promotions?—A. With promotions, none.

Q. Does not that rather lead one to the conclusion that perhaps things are going along on a fairly even keel?—A. I would not want to say that I do not think the Civil Service Act could not be improved.

Mr. CLEAVER: I did not suggest that.

*By the Chairman:*

Q. Just one question. Is it not to your knowledge that in some of the departments some of the minor officials recommend for promotion some people under them whom they loan money to in preference to others?—A. I have never heard of such a case.

Q. What does your association do to protect the man who lodges a complaint with you? In the 15 cases that you have referred to what do the Amalga-

[Mr. Fred Knowles.]

mated Civil Servants of Canada do for anyone who wants to complain of unfairness in promotion?—A. As soon as they do that I take the complaint to the Civil Service Commission where it is checked up.

Q. And what do the Civil Service Commission do in that regard to rectify the thing; do they remedy the wrong?—A. I am just speaking from memory. I handle hundreds of cases in the course of a year. In one case a new competition was held—in Regina. In another case in Saskatoon a new competition was held.

Q. And in two cases out of 15 the wrong was redressed?—A. Yes.

Q. And in the other 13 cases the wrong was not redressed?—A. Well, because it is not admitted that it was wrong, except for the fact that the individual made a complaint.

Q. And is it not the custom also to write to the person complained of for information on the case instead of having an investigation made? Suppose I am in a post office—according to the example that you gave—and I am unfairly treated by the postmaster. I appeal to your association. I go to you and I tell you something like this: Mr. Knowles, the postmaster under whom I work has been most unfair to me in this and that connection. Then you report to the commission and the commission write to the postmaster for information as to that. Is there an investigation made?—A. What kind of an investigation?

Q. A thorough investigation to find out whether the postmaster is right or whether I am right?—A. Yes, a check is made in connection with the ratings of the postmaster in that particular city, yes.

Q. But the postmaster is communicated with and the complaint is sent to him and he sends his answer back?—A. Yes, that is it.

Q. And no investigator is sent there to take evidence under oath?—A. Oh, no.

Q. Therefore the investigation is carried on by the evidence being given by both parties not under oath?—A. Oh, yes, that is true.

The CHAIRMAN: All right.

*By Mr. MacInnis:*

Q. With regard to your complaints about favouritism, are they more or less than they were when you took office in your present position some ten years ago?—A. If I am to judge from the number of complaints that come to me in that connection, there are very few.

Q. And are they less than they were ten years ago, or more?—A. In the last 12 months there have been no cases of favouritism.

*By Mr. Boulanger:*

Q. Might I go back to the question I asked a moment ago. I asked Mr. Knowles if he was aware of any complaints of the use of promises or threats to keep people from embarrassing applicants; I think you said, no.—A. No.

Mr. BOULANGER: I have a case in mind, two of them. One is the case of the appointment of a postmaster in a big Canadian city and the other one is the case of a customs collector in the same city. In the first case the man who was appointed was an ordinary clerk and he was appointed over the heads of persons who had more experience and better qualifications than he had. And I am told—at least, I am given to understand—that when the rating officer arrived he said that he was acting on instructions to appoint a particular man, and he was appointed for the highest place and the other, the embarrassed applicant who had more right to be appointed than this other man, was interviewed and they told him to withdraw his application—they said: we will give you something else, but if you insist it is going to be too bad for you. Have you had any complaints of that nature?



The WITNESS: No, I think that is terrible.

Mr. BOULANGER: Well, the same tactics were used in the other case which was with respect to the appointment of a customs collector. I was told, for instance, that a man of 23 years service was an applicant for the position and the rating officers went to him and they said: well, if you insist you know what is going to happen to you.

The CHAIRMAN: He would die a sudden death.

Mr. BOULANGER: You have not heard of anything of that kind?

The WITNESS: No. I certainly would feel like raising the dickens if I did.

*By Mr. Fournier:*

Q. The membership of your association is 4,000, and that includes not only those under the jurisdiction of the Civil Service Commission but those outside of their jurisdiction?—A. Yes, sir; there are some outside the scope of the Civil Service Act. For instance, we have members in the income tax.

Q. I understand there are about 60,000 civil servants in the country?—A. Oh yes.

Q. And your membership is about 4,000?—A. Yes.

Mr. TOMLINSON: I still think that these civil servants should more or less get together on their final deliberations so that they could come before such a committee as ours and place their troubles and difficulties before us as one body in order that we could arrive at a decision.

The CHAIRMAN: I tell you it will be done otherwise. It can be done by a memorandum to be submitted to the committee by all associations.

The WITNESS: I am in favour of that.

The CHAIRMAN: They could get together and send us a memorandum at the beginning of the session which we can take into consideration.

Mr. TOMLINSON: I don't want Mr. Knowles to feel that I attacked him or anybody else.

The CHAIRMAN: No. What happens is that the people don't have any redressment of wrongs from their associations writing to us. We have to do the work of the associations in regard to these evils. We are doing the work of the associations by trying to secure some redressment of wrongs, and we are ready to do anything to help the civil servants, and we thank you for your suggestion.

Witness retired.

Mr. GOLDING: I should think things are pretty good if they do not have one complaint in a year.

The CHAIRMAN: That was perhaps because the people were afraid.

Now, gentlemen, I have a little story to tell you of a case of real office politics—favouritism—whatever you call it. It was in a department which was not within the Civil Service Commission.

Mr. SPENCE: Are we through with the witness we had just now?

The CHAIRMAN: Yes. We have this case which I wanted to put before you. I have had extracts made covering it and I will hand a copy of that to a representative of each of the political parties represented on the committee so that you may have it before you as I go through it. I will ask you to hand one to Mr. Glen, Mr. MacInnis, Mr. Marshall, and this one to Mr. Spence, the dean of the Conservative members.

This is the case of a young lady—there were three at first—two of them are out of the service now and one of them is still there after having passed an examination on the 10th of March, 1934. The Royal Canadian Mounted Police said that she should be qualified by examination. And it continues—

Mr. CLEAVER: What is her position?

The CHAIRMAN: It is a position of stenographer in the Royal Canadian Mounted Police; and the young lady had not qualified at all. She passed an examination on September 28, 1934—replying to your memorandum of the 27th instant Miss “H” tried a certain examination on the 9th of June last and received 8 marks out of 100. Miss “H” has mislaid the notice from the Civil Service Commission giving the result of the examination. She was the daughter of one of the inspectors.

Mr. TOMLINSON: She must have had “personality?”

The CHAIRMAN: Yes. She was the daughter of an inspector of the R.C.M.P. and she got the job there, and she was very unsuccessful. It was in September. In November Inspector Watson wrote something about it to this effect:—

It is doubtful whether she will be able to pass the shorthand examination of the Civil Service Commission, but on the other hand very little dictation is necessary in this section and none whatsoever to her. Her typing might be improved upon.

In January Inspector Watson said:—

I might state that very little dictation is necessary in this section, and none whatsoever to Miss H. An improvement has been noticed in the typing of Miss H and she is very regular in her attendance and punctual.

She was a stenographer but she could not take dictation.

In 1935 she was tested in shorthand on three days, obtaining at the tests. 30 per cent, 8 per cent and 42 per cent respectively. Mr. Foran wrote a minute as follows:—

The candidates who fail in shorthand are not permitted to take the typewriting test.

Then the commissioner continued to ask for a report about her and Inspector Watson replied in 1935. Then, the commissioner wrote on March 23, 1935:—

An effort is being made to supply a suitable stenographer when one can be found.

On May 13, Mr. Jennings, assistant commissioner, wrote to the person in charge:—

Will you please notify Miss H to make application to sit at the forthcoming examination and her application should be in the hands of the Civil Service Commission not later than June 4, 1935.

Then, on November 24, 1935, the chief inspector wrote the following letter:—

Please instruct that Miss H, Miss A and Miss G and any others on your staff who tried this examination to report the results of their efforts without delay.

I have not communicated with any branch heads on this subject.

It continues like that down to 1937. On April 26, 1938, Miss Saunders wrote the following letter:—

Miss H obtained 53 per cent in English shorthand and, because of her failure in that subject, her other papers were not rated.

On May 27, 1938, Mr. Watson writes:—

Typing identifications and additional records. This stenographer has taken over the filing from Miss Whittaker. She also compiles the monthly statistical report and sorts the outgoing mail and addresses the envelopes every second month.

This is fine work for a stenographer. Now, she has been fired by Chief Commissioner Wood. He has had enough of her. On June 3, 1938, Mr. Watson, her chief, gives her a certificate of competency after she was put out because she knew nothing. This is what he said:—

The loss of this lady, before replacement, will be most severely felt in that she had over five years experience with us, is a fast typist, and turned out a great deal of work of all classes.

I will not read it all, but I will show it to you. She was there because she was the daughter of an inspector. She was there in spite of the fact that she did not pass any examinations and when she was fired the inspector in charge gave her a very good certificate to deceive those to whom she would go for employment. That is all.

Mr. CLEAVER: Who was the inspector?

The CHAIRMAN: Inspector Watson. He deserves severe blame for that.

Mr. TOMLINSON: Is he an investigator?

The CHAIRMAN: No, an inspector with the R.C.M.P. She was unsuccessful in all her examinations. After she was fired by the new commissioner, Mr. Wood, the inspector gave her a certificate as to her ability.

Mr. TOMLINSON: She had personality.

The CHAIRMAN: I do not know about that. I do not know what is personality. I shall now call Mr. Gilchrist.

Mr. SPENCE: He did not want to kill her chances of getting another job.

The CHAIRMAN: She may be a good filing clerk but I do not know why she was given such a certificate.

Mr. GREEN: Mr. Chairman, in fairness, I think Inspector Watson ought to be given an opportunity to reply.

The CHAIRMAN: I will tell you something. The file is there, and I have the departmental file which I will give you. I have no objection to giving you the file, and I will tell you, Mr. Green, that the file speaks for itself. Inspector Watson has said she was no good for anything but when she left he gave her a certificate. It is there in his own handwriting. It is on the file.

Mr. SPENCE: That did not hurt the department at all; she was gone.

The CHAIRMAN: With the exception that there were other young ladies who were well equipped and had taken examinations and they had no chance.

Mr. GREEN: I believe before anything is said against Mr. Watson at least he should be given a chance to appear if he wants to.

The CHAIRMAN: The file speaks for itself. It is in my hands, it is in the hands of the minister. I got the file from the department. I could quote you hundreds and hundreds of cases of favouritism and give you the file, which is what the Civil Service Association should do before us. They should not come here and make blanket statements and complain about this and that on general lines. They must come with precise facts. I show you favouritism. That is one case of favouritism.

Mr. CLEAVER: Is that position one that is under the Civil Service Commission appointments?

The CHAIRMAN: It has been under the Civil Service Commission since 1934. This young lady was not appointed by the Civil Service Commission, and when the appointments came under the Civil Service Commission she had to undergo examinations prescribed by the Civil Service Commission and she was not successful. I am not blaming the Civil Service Commission in this instance. I am just saying that the young lady was retained there because she was the daughter of one of the inspectors, and it is a family business. If you agree with me, we will ask all departments to give us information about all relatives within the



service during the summer. When we come back next session we will know the family ties. I have been told of one instance of five in a family living in one house, all employed in the government. That could be easily done during the summer or during the recess and when we come back next year we would have further information about it.

Mr. GREEN: I do not want to be unreasonable and I do not know Inspector Watson at all; but I suggest that a copy of this evidence be sent to him and that he be given an opportunity, if he wishes, to explain what happened.

The CHAIRMAN: He explained that clearly in his memorandum, and if you look at this file you will find it is there. You will see that very often he said the young lady was no good, but after she left she was good. She was not good enough to stay in the service. That is a typical case, and when I complain of not having concrete facts before us, that is what I mean. These are the facts that should be before us for the good of the service. It would give a chance to these poor girls and boys who pass examinations to get jobs.

Mr. CLEAVER: Does not that rather clearly indicate such appointments should be under the Civil Service Commission?

The CHAIRMAN: I would not say that, because the same thing exists in the departments which are under the commission. It means that competent people should be employed and no officer should have his son or his daughter employed in the service before they are successful in examination and be carried by others. I have no objection to a father having his son, or two sons in the service if the boys passed the examinations in the regular way. That is my humble view. The father must have nothing to do with that. The sons of the civil servants in Ottawa, where the civil service is the largest industry, cannot be prevented from entering the service provided that the thing is done fairly to all. That is my humble point of view.

Mr. G. H. GILCHRIST recalled.

*By the Chairman:*

Q. Now, Mr. Gilchrist, you will be expeditious? I will pass over to you papers you have sent me with regard to Mr. Jackson. Will you explain to us the difference between the twelve kinds of advertisements that were drafted by him?—A. Do you want me to read out the different categories, such as "E"?

Q. I should like you to tell us just as quickly and clearly as possible what was the difference in each case from "E" to "M."—A. Well, in the case of "E" there was an entirely new type of work for which no prior standard classification had been established, and immediately prior to advertising the position it became necessary for the investigator, in this case Mr. Jackson, to deal with the department and draw up the qualifications for that particular position in question which was immediately thereafter to be advertised.

In the case of "F" the standard qualifications existed, but either at the instance of the investigator or the department it was decided to raise the qualifications in the interest of getting a better selection of candidates.

Mr. TOMLINSON: Mr. Chairman, were these questions asked of Mr. Jackson?

The CHAIRMAN: Mr. Jackson said he could not reply to these questions when they were put to him and Mr. Bland instructed Mr. Gilchrist to prepare the work with regard to them. There was a letter written by Miss Saunders explaining each case, and I think I have a copy of it here.

Mr. TOMLINSON: I would rather Mr. Jackson was in the box.

The CHAIRMAN: Mr. Jackson was in the box and he could not answer. It was because Mr. Jackson could not answer that I asked Mr. Gilchrist to give some idea of the work he performed under instructions by the chairman.

Mr. TOMLINSON: I was away.

The CHAIRMAN: That was the day you were in your constituency.

The WITNESS: As a matter of fact, Mr. Jackson contributed to the preparation of this material, but had gone out on work when it was forwarded to the committee and he was not available to prepare it in its final form. I think he could explain it as well as I could but I am ready to go ahead if you wish.

I might say in connection with "F" that I hope the committee will believe me when I say we were in transition and as we learn and the experience of the department and the commission grows, we have to change standard qualifications. I may explain in connection with the engineering profession, about the time of the war, the engineering profession had ceased taking men into the profession except those who were graduates. There was the odd exception. Up until that time the entrance to the engineering profession was open to the practical man. Since the war twenty years have gone by and it is very exceptional for an engineer, or anybody but a university graduate, to be accepted as a professional engineer.

The classifications approved by Parliament in 1919 provided that the qualifications for engineer would be high school graduation plus suitable practical experience, or a university graduation plus less experience. We have been continually changing these qualifications until now almost invariably we call for university graduation. We are in a transition period, and if we are to keep up to date we must change qualifications or else stagnate and get no results.

We believe that has been going forward in the Department of Agriculture too; and for that reason numbers of cases occur such as "F" where standard classifications have been raised to demand a better educational qualification.

*By the Chairman:*

Q. At that, Mr. Gilchrist, do you not think it would be better to have a standard qualification in each department, a general qualification, and then underneath indicate the special qualifications?—A. Yes; in so far as—

Q. The people would be familiar with the general lines of qualifications, which would be standard, and then underneath there would be a paragraph indicating special qualifications for that very same position.—A. Yes. Well, in the advertising of positions the commission, in respect to qualifications, were on two horns of a dilemma. If we have a lot of classes,—if we have all the classes that you could divide it into,—that is, if you could separate each individual class of positions in the service and have a separate class, you could draw up specific qualifications for that. But if you throw a lot of positions together, then you have to resort to changing the qualifications from time to time to meet the individual positions. If you put all engineers in one group, you have to specify at times electrical, mechanical, civil or whatever special one you require. It is very difficult to have standard qualifications always ready. In so far as possible we should have standard qualifications; and where we deviate from those, it should be thoroughly obvious why we deviate from the standard.

*By Mr. Tomlinson:*

Q. Agriculture to-day is becoming very highly specialized, is it not?—A. Yes. If you want a veterinary inspector, for instance, one who has specialized in horses, knows all about horses, and that is essential, it is not of much use to leave it open to the man who was in general practice, as his knowledge of horses is not as good as can be had. If you want a specialist in horses, you want a man whose training in horse work is as good as can be had in the country.

Q. I just want to ask you this one question at the present time. As a matter of fact, until we do bring up specialization on the farm—I mean in the producing of the farm products—to what we have in industry, we are not going

[Mr. G. H. Gilchrist.]

to keep our young people on the farm. Is that not correct?—A. I think that is part of the economics—

Q. Is that not part of your duty at the present time?—A. Well, it is a part of our duty to follow or to assist the department in their staff work, to give effect to the policy of the government of the day.

Q. Yes?—A. If it is the purpose of the Government of the day to advance a certain part of agricultural research work, then it is the duty of the department to ask us for the staff, and the commission to provide the staff.

Q. I am not talking about the policy of any one particular government. I believe both governments tend towards that way?—A. Well—

Q. When I say governments, I mean both parties,—official parties. Now, is it not your duty to bring the standard of specialization,—conveniences on the farm, increased production with the lowest possible cost to the producer,—in line with the advancement in those lines in industry?—A. It is the duty of the department to do that.

Q. Well, it is your duty; are you not working along those lines?—A. It is the duty of the department to decide its policy, and it is the duty of the commission to examine the department's requests for staff.

Q. I know. I realize that. Is not that what you are working towards?—A. Naturally, the office of the commission seeks to co-operate, seeks to know what the department is doing, in order to co-operate intelligently with them.

Q. Now, Mr. Gilchrist, I want you to answer me straight on that question, because I am interested in it. I believe there is a difference, a very serious difference, between specialization in industry to-day—the machine age as you might call it—and the specialization in farming. Now, is it not the government's idea to try to bring specialization—that is, the increased production of farm products with the lowest possible cost—up to the level of industry to-day—under the most modern conveniences; I will put it that way, because we have not got them on the farm to-day.

Mr. FOURNIER: Perhaps you are not a farmer.

Mr. TOMLINSON: I farmed long before I ever saw this place.

Mr. GLENN: I am a little confused—

Mr. TOMLINSON: Just a minute. I want him to answer this question. I know this is of interest to the commission and to the investigators too.

The WITNESS: Of course, every citizen of this country recognizes that it is essential that the interests of agriculture be advanced; and the specialization that is taking place in agriculture is only the attempt of agriculture to advance along parallel lines with industry. I know of very few branches of the service which are not faced with the same problem of specialization—whether it be the Department of Mines or whether it be the Department of Pensions and National Health or whatever department it may be.

Q. Fisheries?—A. Fisheries.

Q. Forests?—A. The Department of Transportation—the whole question of aerial transportation across Canada has thrown a heavy load on the civil service; it includes radio as well as flying services. Everywhere that the government opens up new policies or undertakes new policies, it throws a load on the civil service. It nearly always requires some specialist who has to be secured from where he can be obtained or else trained. Often he cannot be obtained from outside; he has to be trained.

Q. Mr. Gilchrist, I would like to put this to you: Do you find that specialization in agriculture is falling behind specialization in industry?—A. No.

Q. Do you find that?—A. No.

Q. I recognize your advice.—A. If you will examine the curriculums of the universities in respect to agricultural courses, you will find they are just as involved and just as varied; you will find that specialization is carried just as far as it is in engineering.



Q. You are attempting to keep up with the machine age?—A. The Department of Agriculture makes demands upon the commission which indicates that they are trying to keep up with the parallel advance in other lines of work.

The CHAIRMAN: If you do not mind, Mr. Tomlinson, would you have any objection to allowing Mr. Gilchrist to finish his explanation? Then questions may be asked.

Mr. TOMLINSON: I am absolutely through now. That is the point I wanted to bring out.

The CHAIRMAN: Yes, because we will not see the difference if the matter is spread out.

Mr. TOMLINSON: That has been before me for a long time, and I just wished to have that specified.

The CHAIRMAN: You have had your answer?

Mr. TOMLINSON: Yes, the answer was all right.

*By Mr. Glen:*

Q. Mr. Gilchrist, I am rather in confusion as to what the meaning of your evidence will be. I have the copies before me of the papers that were published by Miss Saunders, and they have reference to advertisements for positions. I take it that these are what you have, through your department, set as the standard advertisements for certain positions within the Department of Agriculture? Is that the idea?—A. I have here before me—

Q. I think there are a number of members in the committee who are in the same position as myself; we just do not see what benefit we are going to get from your answer in regard to these standard advertisements. For instance, are there any objections taken to the advertisements as framed by you in making applications, in writing applications, from candidates? If that is the case, I can understand that you are going to explain why you have formed these particular advertisements representing different kinds of positions in the civil service. Is that the idea, Mr. Gilchrist?—A. I think perhaps the chairman has raised these questions for the information of the committee. I have here a list in different groups; and I have here, where they are available, standard qualifications; and I can show you the deviation, if the committee so desires.

*By the Chairman:*

Q. Yes, I would like to see the deviation here. It is a regular practice that these advertisements are drafted jointly by the examination branch and the organization branch; but in some instances Mr. Jackson did not consult the examination branch.—A. I do not think that is true, Mr. Chairman.

Q. No?—A. I think the course is that, in the commission, when a position is to be advertised, the examination branch do the advertising. But to make sure that the qualifications are correct, they send them in to the organization branch where we have the standard qualifications.

Q. Well, were all these advertisements drafted by the examination branch?—A. Yes, except—

Q. All of them, from E to M?—A. Well, in a few cases, knowing that there were no standard qualifications available, because they were new positions, Mr. Jackson at the time he conducted the inquiry or investigation, prepared a set of qualifications to be ready when the advertisements were called for. The examination branch prepare the advertisements; and if there are no qualifications, they refer them in to the organization branch to provide them with them.

Q. They give a blank cheque to the organization branch?

Mr. GREEN: Mr. Chairman, could I have a brief explanation of how the examination branch and the organization branch work together in getting out the qualifications?

[Mr. G. H. Gilchrist.]

*By the Chairman:*

Q. Will you please answer Mr. Green?—A. A requisition, when it is passed by the organization branch, goes to the examiner. We simply check the requisition. It goes forward to him; and usually there is a certain amount of information on the file when it gets to the examiner. The examiner passes it to the clerk—

*By Mr. Green:*

Q. Take the case of a brand new position. How are the qualifications worked out as between the two branches there?—A. In the original instance, the department will probably propose the creation of a new position, for which the investigator makes an investigation—for which the investigator makes inquiries, comes to his decision in the matter and makes a recommendation to the commission that the creation of that position will involve an order in council and the establishment of a new class. Now, it is not easy—it is not always convenient for the investigator to sit down at the time he agrees to the class and write the class schedule. It is a tedious job to sit down and write a class schedule. You may have made up your mind that you are going to have a job made available, and you may know, in general terms, what you want; but to put it into writing is a different matter. It generally happens that, in the case of a new position, when the requisition comes in, the investigator sits down and prepares a class schedule. A few days later the examination branch applies to him for a class schedule, if he has one, and he provides it there. Thereafter, there are a number of people who deal with that. It is open—every person has a shot at that advertisement after the investigator. It goes back to the examiner. It goes to the chief examiner very often. It goes back to the department for their approval; and when it comes back from the department with the approval of the department, it goes forward to the commission, accompanying the examination scheme, and is finally approved. When it is approved in that form, the advertisements go out.

Q. Well, the organization branch really builds the frame?—A. Exactly, yes. When there is a standard qualification established, the department perhaps will file a requisition for some deviation from that. The examiner does not agree to that deviation without referring it back to the organization branch; and it takes the joint approval of both the investigator and the examiner before that approval is submitted to the commissioners for approval, and the department as well. The exact wording is approved finally by the department.

*By Mr. Glen:*

Q. Then there are three parties represented in that advertisement?—A. Three parties—three minds—three functions.

Q. Is there any objection to that in any way?—A. None that I can see.

Q. Is there any improvement to be made upon that?—A. None that I know of, except in that our branch be somewhat more punctilious in keeping our class schedules up to date.

Q. Yes.—A. It is a trial that everybody has, to keep secondary work up to date.

*By Mr. Glen:*

Q. You do not divide the advertisements into administrative, executive or specialist, you have just the one picture for the whole service?—A. Yes.

Q. As you have illustrated there?—A. Yes.

*By the Chairman:*

Q. Here you have a list of positions under different letters?—A. Yes.

Q. F. E. was for poultry inspectors in the province of Alberta.—A. Yes, sir.

Q. Why is there a new class of work there, because A, was for poultry inspectors in the province of Manitoba? In connection with the province of

Manitoba and the province of Saskatchewan the form is A. and in the province of Alberta the form is E; why is there such a difference? They are all poultry inspectors.—A. Yes, but in this particular case a poultry inspector in most localities is primarily for the purpose of giving instructions and demonstrating work in connection with poultry. These particular positions, I believe, were in the west and they were for the purpose of inspecting dressed poultry for the market. It is really men engaged in the retail trade that they were looking for, rather than the poultry agricultural man. And that being the case the educational qualifications were changed slightly. They were lowered in this particular case.

Q. Was the salary changed?—A. The salary was not changed; it was left the same.

Q. What was the difference between the qualifications required for Alberta and those required for Manitoba and Saskatchewan?—A. They were all the same.

Q. Why was the advertisement with regard to Alberta drafted in Form E., and in form A. for the other two provinces?—A. I am sorry, I will have to check that, Mr. Pouliot. I may have to correct myself. Did you say Form F?

Q. Form E. for Alberta and Form A. for Manitoba and Saskatchewan.—A. I have not that information before me, but the advertisement under A. was the standard qualifications which require agricultural—

Q. Yes, that is what I do not understand. It is the same position and there is a different way of advertising them in one of the prairie provinces from the way they are advertised in the other two provinces.—A. If we thought it wise to draw up separate classes for every different kind of a job we would not need to deviate so much. But in this particular case there were eighteen poultry inspectors, for dressed poultry, at \$4.50 per day for the province of Alberta. The duties were to inspect and issue certificates of inspection for local and provincial and export shipments of poultry according to prescribed regulations. They were to inspect poultry for the retail market and for export, but the ordinary poultry inspector—we needed eighteen of those—the ordinary poultry inspector is to inspect poultry flocks entered in the record of performances for poultry, to make examination of current records of production in order to check up their authenticity by means of technical, visual and physical tests of the individual birds. The poultry inspector gives instructions and demonstrations on approved methods of raising poultry.

The ordinary inspector is a poultry agricultural man with agricultural training. These eighteen men were wanted to go into the inspection of dressed poultry and were men familiar with the retail trade, to inspect dressed poultry for the market.

Q. For instance, here is D. for fruit and vegetable inspector, Dunham, Quebec; and A. X. for the same position in Nova Scotia, the counties of Digby, Hants, Annapolis and Kings.—A. I have not the files for those, Mr. Chairman.

Q. For instance, at page 11, junior swine grader; it is F. Why not A., page 4?—A. Well, in the case of A. the qualifications were standard.

Q. Yes.—A. In the case of F.—

Q. F. was for Ontario?—A. Yes.

Q. And A. for Alberta?—A. I might find that here.

The CHAIRMAN: Gentlemen, it is nearly six o'clock, and I would like to know if it is your desire to sit to-night or to-morrow morning?

Mr. SPENCE: You will not sit to-morrow afternoon?

The CHAIRMAN: We will sit to-morrow morning, and I hope we will be able to conclude the evidence to-morrow morning. Then to-morrow afternoon we will sit to discuss the report. I would ask you to bring down your set of reports.

Thank you, Mr. Gilchrist; will you come to-morrow morning?

The WITNESS: Yes.

(At 6 p.m. the committee adjourned until 11 a.m. Friday, June 24, 1938).



## APPENDIX No. 1

## CIVIL SERVICE COMMISSION OF CANADA

CHARLES H. BLAND,  
Chairman.

OTTAWA, May 16, 1938.

DEAR MR. POULIOT,—In reply to your letters of April 14 and May 16, I enclose a list covering the positions in the Department of Agriculture for the years 1933-37 inclusive, in connection with which Mr. G. T. Jackson was a member of the examining board, as well as an investigator who discussed with the department the qualifications for the position. The list also indicates the personnel of the examining board. The departmental officers who drew up the original departmental requests for the positions would be those contained in the list which I tabled with the Committee on Tuesday last. In this connection I may point out that until recently Mr. Jackson was the only graduate of an agricultural college on the staff of the Commission.

You will notice that in certain cases the positions have been identified on the right-hand margin by letters indicating whether the qualifications were standard or otherwise, whether the changes were suggested by the department or by the Commission, etc. It has not been possible to complete this subdivision of the cases by to-day, but as I take it from your letter you wish to have the list at once, I am sending it to you, and will forward you the completed classification as soon as possible.

Yours sincerely,

(Sgd.) C. H. BLAND,  
Chairman.

J. F. POULIOT, Esq., K.C., M.P.,  
Chairman,  
Special Committee on Civil Service,  
House of Commons,  
Ottawa, Ontario.

## CIVIL SERVICE COMMISSION

CANADA

OTTAWA,

DEAR MR. POULIOT,—Further to the letter of the Chairman, Civil Service Commission, dated May 16th, 1938, I beg to enclose a duplicate of the list covering the positions in the Department of Agriculture for the years 1930-37 inclusive, in connection with which Mr. Jackson was a member of the Examining Board.

In the copy now furnished, the information has been completed. The following is a description of the categories represented by the letters shown in the right-hand column of the compilation:—

"A" and "A\*" represent positions for which the qualifications advertised were standard qualifications, that is, those set up and approved by the Commission at some prior date to apply to that class of position generally. The advertisement was prepared by the Examination Branch, verified by the Investigator (Mr. Jackson) and submitted to the Department for approval.

The "\*" indicates that the Investigator (Mr. Jackson) acted as the Commission's representative on the local Board.

- "B" represents those positions for which the Department submitted the advertisement in a form slightly at variance with the standard. With a view to consistency and without discussion with the Department, amendments were made to bring the qualifications into conformity with standard qualifications at the instance of the Investigator (Mr. Jackson).
- "C" represents positions for which, in the standard qualifications, it is necessary to designate one of several alternate fields of specialized education or experience, as for example, the general qualifications for the three grades of Experimental Farm Assistant entail the designation of specialized education in the field of the particular position: Animal Husbandry, Field Husbandry, Horticulture, etc. In these cases the Department indicated the specialized class of work and the standard qualifications were prepared in accordance therewith at the instance of the Investigator (Mr. Jackson).
- "D" represents positions where the Department submitted requisitions indicating special requirements as to qualifications. As a result of discussion and investigation a draft advertisement was prepared by the Investigator (Mr. Jackson) setting forth duties and qualifications, which draft was sent to the Examination Branch. By correspondence with the Department the Examination Branch secured final agreement between the Department and the Commission as to the form of the advertisement. When this form met with the approval of the Department, the Examiner and the Organization Branch, it was approved by the Commission. In these cases Mr. Jackson acted for the Organization Branch but without consulting with Departmental officials, the Examiner dealing with the Department usually by correspondence.
- "E" New class or type of work. The Investigator (in this case Mr. Jackson) determines need for new class and salary range. In discussion with Departmental officials ascertains exactly what the duties will be. Discusses qualifications which will be required and recommends salary. Duties and qualifications are prepared by Investigator based on duties and qualifications statement available for similar classes having similar salary range. Once established the qualifications so arrived at become standard.
- "F" Standard advertisement amended by Investigator and Department to raise standard qualifications *re* education and experience in order to obtain better class or grade of appointee. Qualifications duly adopted by the Commission in the course of the usual procedure.
- "G" represents positions for which the advertisement was prepared by the Commission with qualifications approximating standard and submitted to the Department. Qualifications were amended by the Department and amendments agreed to by Investigator and duly adopted by the Commission in the course of the usual procedure.
- "H" represents those positions which were advertised for promotional competition only, no statement of qualifications being included. In such cases duties only are outlined and an Examining Board convened to rate the applicants.
- "J" represents positions of a special type for which no previous advertisement exists. The statement of qualifications was not according to any previous standard. In such cases the advertisement was prepared by the Department and amended or agreed to by the Investigator and duly adopted by the Commission in the course of the usual procedure.
- "K" The duties and qualifications for this class of position were determined by the Investigator after discussion with Departmental officials. A

statement of these duties and qualifications was then prepared by the Investigator and included in the form of the advertisement which was duly adopted by the Commission in the course of the usual procedure.

"L" represents positions for which a draft statement of duties and qualifications was submitted by the Department which designated certain special requirements. This draft was amended or agreed to by the Investigator and included in the form of the advertisement, a copy of which was submitted to the Department. The final form was adopted by the Commission in the course of the usual procedure.

"M" represents special positions for which a statement of duties and qualifications was submitted in draft form by the Department after discussion with the Investigator. This draft was amended or agreed to by the Investigator and a copy of the proposed advertisement sent to the Department for approval. The final form was adopted by the Commission in the course of the usual procedure.

Yours truly,

(Sgd.) E. SAUNDERS,  
*Assistant Secretary.*

J. F. POULIOT, Esq., K.C., M.P.,  
Chairman,  
Special Committee on Civil Service,  
House of Commons,  
Ottawa, Ontario.











Mr. Doe  
can  
com  
C

SESSION 1938

HOUSE OF COMMONS

CA1XC2

-38C58

SPECIAL COMMITTEE

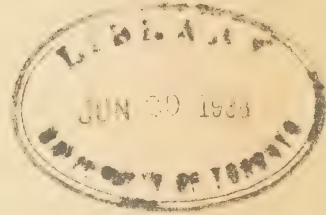
ON THE OPERATION OF THE

# CIVIL SERVICE ACT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 38

FRIDAY, JUNE 24, 1938



## WITNESSES:

Mr. G. H. Gilchrist, Assistant Chief, Organization Branch, Civil Service Commission;  
Mr. S. G. Nelson, Chief Examiner, Civil Service Commission;  
Mr. C. V. Putman, Chief Organization Branch, Civil Service Commission;  
Mr. C. H. Bland, Chairman, Civil Service Commission;  
Mr. A. Potvin, Commissioner, Civil Service Commission.

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938



## MINUTES OF PROCEEDINGS

June 24th, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.00 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Brooks; Clark (*York-Sunbury*), Cleaver, Deachman, Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Spence, Stewart and Tomlinson.—20.

*In attendance:—*

Mr. C. H. Bland, Chairman, Civil Service Commission;

Mr. A. Potvin, Commissioner, Civil Service Commission;

Mr. J. H. Stitt, Commissioner, Civil Service Commission;

Mr. C. V. Putman, Chief of Organization Branch, Civil Service Commission;

Mr. G. H. Gilchrist, Assistant Chief of Organization Branch, Civil Service Commission;

Mr. S. G. Nelson, Chief Examiner, Civil Service Commission.

Mr. G. H. Gilchrist was recalled and further examined. The Committee expressed the opinion that a reclassification of the staff of the Department of Public Printing and Stationery should be immediately carried out by the Organization Branch of the Civil Service Commission.

The witness retired.

Mr. S. G. Nelson was recalled and further examined.

Mr. Nelson tabled information respecting the qualifications of the several investigators of the Organization Branch of the Civil Service Commission. This was ordered printed as Appendix No. 1 to this day's evidence.

He also tabled a statement showing the qualifications and service record of members of the Examining Division and chiefs of Clerical Divisions of the Civil Service Commission. This was ordered printed as Appendix No. 2 to this day's evidence.

The witness retired.

The Committee adjourned to meet again this day at 4.00 o'clock, p.m.

---

4.00 p.m.

The Committee resumed at 4.00 o'clock, p.m.

Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Cleaver, Deachman, Glen, Golding, Green, Hartigan, MacInnis, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Spence, Stewart and Tomlinson.—18.



The Chairman read a letter from Dr. Beauchesne, Clerk of the House of Commons, respecting a list of long-term temporaries requested by the Civil Service Commission. He also read a letter from Mr. Bland respecting Mr. A. A. Fraser, Joint Law Clerk of the House of Commons.

Mr. C. V. Putman was recalled, further examined and retired.

A memorandum from Mr. Nelson to Mr. Putman citing cases where changes were recommended by the Organization Branch which had not been recommended by the Departments, with accompanying letter from Mr. Foran to Mr. Pouliot, was ordered printed as Appendix No. 3 to this day's evidence.

Mr. C. H. Bland was recalled and further examined.

Mr. Bland filed a request from the House of Commons for reclassification of the staff of the House.

He also tabled a report respecting employees at the Experimental Farm.

Mr. Bland read a memorandum prepared by him on "favouritism" in the civil service.

The witness retired.

Mr. Potvin was recalled and examined regarding favouritism in the civil service.

The witness retired.

The Committee adjourned to meet again Monday, June 27th, at 4.00 o'clock, p.m. for consideration of its report.

J. P. DOYLE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 24, 1938.

The Select Special Committee on the Civil Service Act met at 11.15 a.m. The Chairman, Mr. J. F. Pouliot, presided.

The CHAIRMAN: Order, gentlemen. We shall start now. I do not know whether we shall conclude this morning or not; I hope so. I shall recall Mr. Gilchrist.

Mr. G. H. GILCHRIST, recalled.

*By the Chairman:*

Q. Mr. Gilchrist, it would be much simpler if you could send us a memorandum with regard to these matters. It would save a lot of time and we would have it published. You see, gentlemen, it would be much easier if we settle it in that way. We cannot understand it by listening to it; we must read it to understand.

Mr. GLEN: You are speaking of the qualifications?

The CHAIRMAN: From "E" to "M." Nobody can understand it by listening to it. It is highly technical. Mr. Gilchrist, I should like you to make it short and snappy. Does the committee agree to that?

Mr. GLEN: Surely.

The CHAIRMAN: Send it to us as soon as possible and we shall have it published in due course.

The WITNESS: Thank you, Mr. Chairman. I wish to thank the members of the committee who spoke so kindly concerning my affairs at different times.

The CHAIRMAN: Before you go I have one thing to ask you. Since you are the acting chief I should like to draw this to your attention. I received a letter from Mr. E. Evraire of the Printing Bureau. He desires a reclassification. I will give you the letter. Will you look into it and let me know if anything can be done for him.

The WITNESS: Yes, I will.

The CHAIRMAN: I do not know the man, I have never seen him in my life. I received the letter, and I can pass it over to the members of the committee. I am told that he does the work of two men. I shall pass it over to you.

The WITNESS: Would you like me to tell you something about it, or would you rather have a memorandum?

The CHAIRMAN: Just a memorandum. I should like a special study made of this case. There are other cases. There is Miss Talbot. She does a lot of work. She never spoke to me about it. She is in Major Normandin's office. There are employees in the Printing Bureau who never get any promotion. At times the minister writes to the proper authorities, but nothing is done.

The WITNESS: They had some promotions, Mr. Chairman.

The CHAIRMAN: I tell you, Mr. Gilchrist, that I know more about the Printing Bureau than some people think. I know about things that would have been sufficient to fire people, but they have not been fired. I got it from the

outside, but I know it is true. It is not on the files of the individuals. I know their story completely from A to Z. They must be fair. I am saying this as a warning. We have not time this year to discuss it in the committee. The employees there must be treated fairly, and they have been treated unfairly.

The reason I bring this up is that I received a copy of the *Typographical Journal*, which is an American publication, boosting certain officials, who probably wrote the article themselves, because it does not mention their names, only their positions. When I see things like that I am most suspicious of what is going on behind. It was shown to me by somebody in the Civil Service Commission to let me understand that things are going well at the Printing Bureau.

The WITNESS: I believe the King's Printer and a few officers of the Printing Bureau are quite capable—

The CHAIRMAN: They are capable, but they have no backbone.

The WITNESS: They are capable—

The CHAIRMAN: They have no backbone. When somebody asks for a justified improvement in their position the answer is "wait and see," and they wait and they see nothing. I want fairness in the departments. I have no pets and nobody in particular to protect. I want everyone to be treated fairly. I do not blame you for that and I do not blame the organization branch very much; but you should go into the departments, even though you are not requested by the chiefs, and when you go there for a survey, you should go there repeatedly to see how your suggested changes are acted upon, and what is the result, and then you could make corrections after seeing it in practice.

The WITNESS: There is no doubt the more contacts you have—

The CHAIRMAN: You could bring about more modifications after you had a little time for practice.

The WITNESS: It is more easy to make adjustments up than it is down.

The CHAIRMAN: Yes, I know that, Mr. Gilchrist. On the other hand you know very well that experience is a great teacher, and experience is based on the operation of the new rulings and new decisions, or the new change, and then you see how it works.

Mr. TOMLINSON: I do not believe these people should write to the committee.

Mr. MULOCK: We should not hear individual cases. If we hear individual cases we would be deluged with them from all over.

The CHAIRMAN: If you do not want Mr. Gilchrist to go on with it I will tell him not to act. It is up to you, gentlemen. Moreover, I did not take the responsibility of handing it to him privately. I did not want to do anything behind your backs.

Mr. MULOCK: Mr. Chairman, if it appears in the press that an individual wrote to you for a re-classification and on receipt of that letter you brought it to the attention of the committee and that one case was specially referred to Mr. Gilchrist for consideration—

Mr. TOMLINSON: And he should happen to get his reclassification.

Mr. MULOCK: And it appears in the press to-day, by Monday I think you will have a good many hundred letters submitted to you.

Mr. HARTIGAN: Do you think the committee could go into it this year?

Mr. GREEN: We cannot deal with individual cases.

The CHAIRMAN: Have you any objection, gentlemen, to a general survey of the Printing Bureau now?

The WITNESS: I might say, in the ordinary course, I believe a survey will be made in the early fall.

The CHAIRMAN: Are you satisfied to have a survey of the Printing Bureau as a unit?

[Mr. G. H. Gilchrist.]



Mr. BOULANGER: Surely.

Mr. SPENCE: That will be a nice little job.

The CHAIRMAN: Mr. Gilchrist, will you see that a survey is made and that your man who goes there takes the time to speak to each employee in order that each one may explain his case?

The WITNESS: Yes, I will.

Mr. GREEN: On that point, when was the last survey of the Printing Bureau made?

The CHAIRMAN: I do not know. This is the first letter that I received from them.

Mr. GREEN: We surely are not going to order a survey of one department because of a complaint from a dissatisfied employee?

The CHAIRMAN: There are other complaints and other grounds of complaint. If you do not want a survey to be made it is up to you.

Mr. GREEN: Is it not the proper procedure to refer that to the head of the Printing Bureau?

The CHAIRMAN: I will tell you, I have received many complaints from that corner, and I am not to take any action; but I would like to know if it is true or not, if these complaints are justified or not.

Mr. MULOCK: Mr. Gilchrist can investigate the matter.

The WITNESS: I believe, if I may state, it will be considered, even if the committee gives no directions. I believe there will be a unit survey made of the Printing Bureau sometime before next winter.

The CHAIRMAN: Thank you, Mr. Gilchrist.

Witness retired.

Mr. S. G. NELSON: recalled.

*By the Chairman:*

Q. Mr. Nelson, as chief examiner, would you have any objection to an increase of the staff of your branch?—A. Certainly not, Mr. Chairman, I would be delighted.

Q. And the appointment of more bilingual examiners?—A. It is certainly necessary, Mr. Chairman.

Q. And the merging of the French clerical section with the English clerical section; would you agree to that?—A. Well, perhaps—I do not know whether that is a question on which I should express an opinion. I think it might be a question of policy that the commissioners could more properly deal with.

Q. Do you think the work could be done in an easier way there?

Mr. TOMLINSON: What is that question again?

The CHAIRMAN: I am asking Mr. Nelson if he thinks the work could be done in an easier way there.

The WITNESS: I might say this, the work of the two sections is identical and from the viewpoint of the organization alone there is no reason why it should not be amalgamated and carried on in that fashion.

*By Mr. Tomlinson:*

Q. How do you mean? I want to get this question straight. How do you mean the work is identical?—A. The examination work relating to the examination of French speaking candidates is conducted by what we call the French clerical section; similiary for English candidates, and in connection with examinations that are conducted in English we have an English clerical section which deals with that work.

*By the Chairman:*

Q. Now, when some candidates were writing the examination in French were they translated at times in the commission to be read in English?—A. That is necessary on occasion, Mr. Chairman. Have you any particular cases in mind?

Q. No, I have no particular case in mind, my question is general.—A. Well, as a matter of fact, at the present time we have held examinations in which several candidates write in French, and it has been necessary to translate their papers from French to English before corrections could be proceeded with.

Q. It represents a lot of work which could be saved if there were enough bilingual examiners?—A. Yes, certainly.

*By Mr. Boulanger:*

Q. May I ask you a question right there. I presume proper precautions are taken when French examination papers are translated into English to see that the translation is accurate?—A. We trust only a responsible officer with that sort of translation.

*By the Chairman:*

Q. Then the fellow who writes his examination in French is in the hands of two different classes of individuals, in the first place the translator, and in the second place the examiner, and if the translation is not absolutely accurate then there is a danger of the candidate— —A.—I think it is highly desirable—

*By Mr. Boulanger:*

Q. Traduttore traditore. Do you understand that?—A. I do not know that I do.

Q. Translators are traitors.—A. It is very desirable we should have on the staff a sufficient number of bilingual examiners to deal with papers written in French directly without any necessity of translation.

*By the Chairman:*

Q. How many would you need?—A. At the present time, we are advertising for two, which will bring the number of bilingual examiners up to three. I think the other day when I was on the stand I suggested that we can only absorb a certain number at one time. There is considerable training involved with all the new men. But I think that is only a beginning. If we are working towards that ideal of having French papers marked by bilingual examiners, we would probably need, I would say, one or two more as time goes on.

Q. Yes?—A. I would think that four or five would perhaps meet the requirements.

Q. Will you please see that a proper salary is paid to the examiners, and make recommendations to that effect; because their position is very important. Moreover, Mr. Nelson, as I understand it, at times you have boards outside, but the examiners are selected according to the classes of positions for which the candidates apply.—A. Yes.

Q. If you have a certain number of examiners with experience in only one matter, and no experience outside of it, then the candidates will not be treated as fairly as if they were men who had wider knowledge of the subject matters?—A. That is quite true, Mr. Chairman.

Q. And, in fact, for foreign languages, you have to send the copies outside?—A. Yes. We have no one on the staff to handle that phase of the matter.

Q. You have to often send copies outside on account of the limited number of examiners on your staff?—A. Of course, the requirements are so infrequent for that sort of thing that I do not know that we would be justified in maintaining a regular member of the staff—that is to say, in respect to foreign languages.

[Mr. S. G. Nelson.]

*By Mr. Tomlinson:*

Q. The cost would be prohibitive?—A. I should say so, yes.

*By Mr. Boulanger:*

Q. Take these examinations for laboratory assistants where a knowledge of German is required. Where do you get the German papers translated or read?—A. Well, there was no formal examination in German in that case. It was an examination of the courses of study that the candidate had taken; and at the oral examination, the examining board included a member who knew the German language.

Mr. GLEN: Mr. Chairman, when you were making the suggestion directing Mr. Nelson's attention to seeing that there were higher salaries given, you should realize that that should really be a recommendation of the committee. Mr. Nelson is not bound to take that as a recommendation of the committee simply because of that.

The CHAIRMAN: No, no. He could make that recommendation.

Mr. GLEN: If the committee decided to make that recommendation, well and good.

The CHAIRMAN: He could make the recommendation to the commission.

Mr. GLEN: No. But the point is that the direction you have given to Mr. Nelson now, that he was to see that proper salaries were given to examiners—I do not know what authority he has got to do that outside of a recommendation; I do not know what power he has to carry it out. But I certainly do say that it is not a direction of this committee.

The WITNESS: Actually I have no power other than that of recommendation.

The CHAIRMAN: No. But you can make a recommendation.

The WITNESS: Yes.

The CHAIRMAN: That is what I mean.

Mr. MACINNIS: I agree with Mr. Glen completely. The recommendation, if there is a recommendation, would carry far more weight coming as a recommendation from the committee in their report.

The CHAIRMAN: Oh, yes.

*By the Chairman:*

Q. But naturally you agree that you are in favour of that?—A. Oh, that is a delightful suggestion.

*By Mr. Tomlinson:*

Q. Well, as a matter of fact, you have to train these examiners or investigators yourselves—is that not a fact—when you take them in?—A. Yes. And it is a slow process.

Q. There is no particular school to which these men can go in Canada, or which they can attend?—A. No.

The CHAIRMAN: I come to schools now.

*By the Chairman:*

Q. Did you have some complaints about any such famous schools of the civil service?—A. Yes, recently we have had many complaints.

Q. I have one case here which has been brought to my attention by Mr. Liguori Lacombe, and another one by a barrister of Montreal. It is a great deceit. This is headed "The Civil Service School, Ottawa" and in the middle of the page it reads: "The Guide for positions of the Government." On the cover appears a picture of the Peace Tower. I do not know whether you have



seen that or not, gentlemen. But they put in with that some letters that are supposedly sent to them—one is from a grateful pupil, and another one is from a future pupil.

Mr. GLEN: Is that a commercial organization?

The CHAIRMAN: A commercial organization with rates ranging from \$10 to \$55, according to the salary to be paid. I find it shameless. It is exploitation of the public.

*By the Chairman:*

Q. You find it so, Mr. Nelson?—A. Oh, very definitely so.

The CHAIRMAN: You will see what it is, and the positions mentioned, gentlemen.

*By Mr. Glen:*

Q. That does not apply with the school that Mr. Boutin runs?—A. No. These are really business colleges.

*By the Chairman:*

Q. They are business colleges?—A. Commercial organizations.

The CHAIRMAN: And they make the people believe that, by following their course, they will surely get a position in the civil service—that the position is coming to them through their organization, and that they are a kind of horn of plenty. I am very thankful to my colleague, Mr. Lacombe, who has given that copy to me; and I will show that to you.

Mr. JEAN: In that connection, they are still advertising an examination for the post office branch in Montreal where the examination took place last year. They are still advertising it.

The CHAIRMAN: Oh, yes. Here I have an affidavit in a case which has been certified by Mr. Roger Ouimet, barrister of Montreal. I will translate it freely to you right away, to give you an idea of what it is. It reads this way:—

I, the undersigned, Pierre Cormier, living and residing in the City of Montreal, solemnly declare as follows:

1. On the first day of February, 1938, I saw in the press in small type an advertisement drafted approximately as follows: "We are asking for young men of fifteen to thirty-five years of age for vacant positions in the Customs and Post Office Departments. Information at Harbour 7688."

2. That advertisement mentioned no name.

3. I telephoned immediately when I saw that advertisement and Mr. Mailly to whom I spoke was to call me around the 4th or 5th. I called again asking for an interview with him, but could not get it; on the 8th I went to number 197 St. Catherine Street West where I met Mr. Mailly around 3.30 or 3.45 in the afternoon.

4. I said, "I am Pierre Cormier." He said, "Sit down." He gave me an explanation. He told me that in the government there were two thousand or two thousand five hundred vacant positions for the post office and as many for the customs. I asked him, "Why do they make any change?" He said, "They increase the personnel." He asked me how long it was since I had finished my studies. I told him that around 1920 and 1921 I had completed my sixth year. He said as I had not completed my classical course I needed preparation for the civil service. I may have forgotten, naturally, but I would not take any responsibility because these positions, according to my views, are given one after the other.

[Mr. S. G. Nelson.]

The CHAIRMAN: Yes, in turn.

He said: "So long as you are in my hands, I hold you; so long as you will not be at the post office you will be with me. I will be with you. I guarantee the position." I said, "You cannot guarantee it." He said, "I guarantee you to be sure of it." He asked me if I would take the course. I said, "Yes, if it is not too expensive." He gave me the conditions. I said, "If I am to take them, I will take them by cash." I was saving about \$10. I paid Two Dollars (\$2), and he put the course in my pocket. He gave me a paper and said, "That is your receipt." He told me to sign. Seeing envelopes bearing O.H.M.S., or on which O.H.M.S. was written, I asked Mr. Mailly when I was looking at those envelopes, "Are you representing the civil service?" He answered, "Yes."

*By Mr. Glen:*

Q. Are there many of these organizations?—A. Well, Mr. Glen, there are a great many very reputable schools against whose operations we could not take the slightest exception. But within the last year or two, particularly, a number of cases have come to our attention where the advertisements we feel are definitely misleading. There is another point—I think, too, that these schools are charging for information that is freely given by the commission.

Q. Which is what?—A. That is freely given by the commission; that is, they simply build up our prospectus in regard to examinations and send it out to prospective candidates charging \$1 and that sort of thing. But there are not many. There are a few, and they have been giving us a good bit of concern, because we feel that their advertisements are definitely misleading.

Q. Mr. Boutin's organization does not deal in that way at all?—A. No.

Q. That is within the service?—A. There is his organization which provides a training to civil servants who desire to further their academic attainments.

Q. There is nothing to prevent anyone from forming an organization like that and getting the suckers to come in?—A. We have been considering the legal aspect of the thing, and we do thing that there should be some control.

Q. What would you suggest?

Mr. TOMLINSON: It is pure misrepresentation.

The WITNESS: I am afraid that is really there.

Mr. TOMLINSON: You could go a little further.

The CHAIRMAN: It is misrepresentation.

Mr. GLEN: The one the chairman has read now says that he was of the civil service—to this young man who was applying he says that he was a member of the civil service. That surely would be a matter for investigation, and I would say public investigation.

The WITNESS: Yes.

The CHAIRMAN: Naturally, there might be schools for stenographers.

Mr. GLEN: Surely.

The CHAIRMAN: Provided they do not tell the applicants that they guarantee them positions.

Mr. GLEN: Yes.

Mr. JEAN: I think that Mr. Nelson should make a very clear statement that there is no school organized by the Civil Service Commission.

The WITNESS: It is on the application form now.

Mr. JEAN: I think you should make that statement to-day.

The WITNESS: And it is in our advertisements.

*By the Chairman:*

Q. The Civil Service Commission has nothing to do with those schools?

—A. Nothing whatever.

Q. Nothing whatever to do with them?—A. Nothing whatever.

Q. And those who go there take their chance?—A. Yes.

Q. The same as if they went to any other schools?—A. Yes.

*By Mr. Jean:*

Q. And you are not endorsing any one of those schools?—A. No, certainly not.

*By Mr. Glen:*

Q. Do you think that the purpose of Mr. Boutin's organization might be extended, also, in order to offset such propaganda as is there?—A. Well—

Q. I mean, there has been the suggestion, as you remember, that within the service there should be some school of tuition for promotions and that sort of thing?—A. Yes.

Q. This sort of thing we have been speaking of is a very harmful thing for the country and very harmful to the young men. Would it not be possible to make some suggestion for a particular kind of school with the support of or under the auspices of, or with the patronage of the civil service?—A. I do not think that the commission could very well provide courses of training along the lines in which it is going to conduct an examination, because that would give an undue advantage to people who might take advantage of the training.

Q. You have had under consideration such organizations as this—as the chairman has read us about?—A. Well, there is another case where we had some correspondence with a school that calls itself the Civil Service School. We have just been wondering whether that was justified or not. It would seem that that title might have an undue attraction for candidates.

*By Mr. Tomlinson:*

Q. Where is that school situated, in Ottawa?—A. Yes.

Q. It would be very misleading?—A. It certainly would appear so. Whether we have any control in a matter of that kind or not I do not know.

*By Mr. Glen:*

Q. Mr. Chairman, the point that you have brought out in connection with these schools is to my mind extremely important. Advertisements such as those would have a very great appeal, particularly in the remote parts of the country where the opportunity for securing the educational training necessary for qualifications for appointment to the public service is limited. We have this instance here, which is a very glaring instance, of misrepresentation; and something should certainly be done in order to curb that, and advance the idea that has been already enunciated in this committee.—A. Yes.

Q. Is that within the purview of your department?—A. I should not say so, Mr. Glen. You see these advertisements relate more to candidates who are wishing to secure entrance to the service, and I think the greatest abuses probably have occurred in the more remote parts of the country where candidates have not ready access to educational institutions.

The CHAIRMAN: I hope the press will give the widest publicity to the answer given by Mr. Nelson that the Civil Service Commission is not connected with these schools, and that nobody in Canada is authorized to guarantee any position in the civil service.

[Mr. S. G. Nelson.]



Mr. SPENCE: They might be getting business for their colleges by doing that.

Mr. BOULANGER: By misrepresentations.

The CHAIRMAN: They are operating at the expense of credulous people.

Mr. SPENCE: You cannot stop it except by educating people to the fact that it is wrong.

Mr. BOULANGER: They could take criminal proceedings.

*By Mr. O'Neill:*

Q. What action is taken by the commission, Mr. Nelson, when it is brought to your attention that certain schools are making wrong use of information that is given to them?—A. Up to the present time we have simply communicated with the school and drawn attention to the fact that we considered the information they have been giving out as misleading and asking them to discontinue it. Whether that will be entirely effective or not, I do not know.

Q. It has been stated that at times these schools get information from you free of charge and then send it out to their applicants and charge for it; what action is taken in cases of that kind?—A. There has not been any action taken; as a matter of fact it is a matter of suspicion more than of actual knowledge of the situation. I do know, however, that there are certain schools conducting correspondence courses which send out certain printed material which does not give out any information that is not provided freely by the commission and they make a charge for that.

Q. I think that under those circumstances such a school should be taken off the list of schools receiving free information?—A. Of course, even though they did not get it from us they could get it from some other source.

Mr. MULOCK: They might get it from the press also?

The WITNESS: Yes. We publish an examination prospectus and they could have that.

Mr. TOMLINSON: Oh, that is terrible.

*By Mr. Tomlinson:*

Q. Have you considered submitting misrepresentations of that kind to the Attorney General of the province concerned?—A. We have taken the matter up with the Department of Justice to see what our powers are in the matter, but we have not had anything definite yet.

Mr. TOMLINSON: I would suggest that you follow this up a little further.

The WITNESS: Yes.

*By the Chairman:*

Q. Now, Mr. Nelson, I asked you a few questions, and I will pass this over to you. I gave you a list the other day of a few questions that I was going to ask you. With respect to references as to character and ability, what procedure is followed in obtaining that information?—A. As to character, the applicant for the position is required to give the names of three character referees on his application form.

Q. Yes. Would it not be better to wait until the answers are received from these people before appointing a man to the service whether temporarily or permanently?—A. Except for the fact that we might be handicapping a department in unduly delaying the appointment.

Q. Not so much.—A. As a matter of fact, in the earlier days we did that, and then we changed the procedure with a view to hastening the appointments.

Q. Yes. Do you have time to read the reports of the committee?—A. Most of them.

Q. Yes. Did you read what was said about clergymen recommending somebody as to character, in the sense of respectability?—A. Yes.

Q. Do you agree with that? How could any clergyman be in a position to tell that so-and-so is qualified for such and such a job?—A. Well, apart from the matter of morals and character I do not think that generally speaking the letter of a clergyman would carry very much weight in respect to other qualifications.

Q. At times you see in the recommendations statements to the effect that Mr. John Doe is admirably qualified for a position that he cannot fill?—A. I think as a matter of fact when examiners are going over references year after year they get to the point where they can easily spot references which really have no meat in them.

Q. Therefore, there will be a special form relating to character?—A. Actually these character references refer only to character. We have a form we send out to the individuals mentioned, and they have to complete this form. It does not relate to the qualifications for the job, academic, or experience; simply to personal qualities.

Q. I went through the various forms used by the commission and I did not see that one. Will you please send it to me?—A. I will be glad to, Mr. Chairman.

Q. Three forms please; one in English, one in French for the men and one in French for the women; just the reference forms, including statements as to qualifications?—A. The one I have in mind relates to character and habit, sobriety, and so on; and as to the solvency of the individual, whether or not he has ever been in financial difficulties, and things of that kind.

Q. That part should be given by employers and not by clergymen. In the more remote districts these references should be given by the mayor, the chief of police, the district magistrate, or someone who knows the man?—A. That is usually done in any case in which there is any doubt in the matter.

Q. You find it sensible?—A. Yes, we very frequently consult the chief of police.

Q. And do examiners take character and ability references at the time of marking papers?—A. The examiner has no knowledge of the identity of the individual concerned. That is, we make the examination under a number so in that case we cannot take any account of these considerations at all.

Q. You have no references at that time?—A. We do not know who the individual is, whose paper we are marking.

Q. Therefore, it would be a good thing for the commission to be informed about that from a point before the man enters the service?—A. Well, no doubt there would be certain cases where an appointment that would otherwise be made would not be made, but the number is very small where men are rejected on character references.

Q. There should be a definite line of policy in that regard.

Mr. JEAN: Do you suggest, Mr. Chairman, that it should form a part of the application?

The CHAIRMAN: The applicant should submit his references with his application instead of giving only the name.

The WITNESS: It is considered that perhaps we would get a more accurate report if we got it directly from the individual concerned rather than from the department. As a matter of fact we do find on occasion that the men whose names have been given do not provide satisfactory references when asked, and that is fairly frequent.

Mr. TOMLINSON: And they would not give it to the candidate?

The WITNESS: No; although, of course, the candidate finds that out because we have to ask him for additional references.

[Mr. S. G. Nelson.]

The CHAIRMAN: Perhaps you would get better information with the report direct.

The WITNESS: I think so, yes.

*By Mr. O'Neill:*

Q. Would there be any objection to having similar forms to those used by bonding companies. When a man asks for a bond he supplies certain names. Forms are sent to the company who send out a questionnaire to the people given as references, there is a whole list of questions which they have to fill out, usually with a yes or no answer and then they have to sign it and return it to the bonding company?—A. That might be useful.

*By the Chairman:*

Q. What sections really relate to this?—A. Either the English clerical or the French clerical section, according to the language in which the examination has been taken.

Q. And who approves?—A. Actually in cases where the references do not appear to be satisfactory, the matter is submitted to the commissioners.

Q. Yes. Well now, I show you the file of Mr. Hughes (you do not need to read that aloud). Will you please tell me who O.K'ed the confidential note which the members objected to having read in this committee the other day; who mentioned that it is O.K.?—A. Mr. Daly, the chief of the English clerical section.

Q. What does he mean by stating that it was O.K. and the man was employed nevertheless?—A. Well, these references are more in connection with the appointment of census clerks, Mr. Chairman; that work was understood to be of a purely temporary nature which would at best not last longer than 18 months. I think therein might possibly lie the explanation of the O.K. on this appointment.

Q. From that job he went to another and now he has a permanent job?  
A. Not permanent.

Q. It may become permanent?—A. Yes, but before he could be made permanent there would have to be further inquiries.

Q. Mark you, I do not consider it so bad, what Mr. Daly O.K.ed, but the committee refused to have that read. I find it quite strange.—A. I would like to make this point though; before this man could get a permanent appointment his references would be gone over again to see if his services had been satisfactory in the meantime.

Q. What is the section which actually attends to this?—A. The clerical section, either English or French.

Q. Who approves?—A. If the references appear to be quite in order the chief of the section would approve; otherwise the matter is submitted to the commissioners for direction.

Q. What weight if any is given to these recommendations?—A. It is entirely a matter of a man being suitable or unsuitable; that is, there is no definite weight given to that. It does not affect his examination standing in any way. If his references are not acceptable he is not appointed.

Q. Do your not think that the best way to prove education would be by a degree, a diploma or certificate of matriculation?—A. I do not know that the formal possession of a certificate is any indication of the relative ability of the candidates concerned.

*By Mr. Jean:*

Q. Your examination amounts to a certificate.—A. We have to have some basis of selection from among the many who possess the particular certificates to which the chairman has referred.



*By the Chairman:*

Q. With regard now to promotions, when was the system established?—  
A. It has been in effect, Mr. Chairman, since the Act came into force.

Q. How does it work?—A. I would just like to know how much detail you want on that, Mr. Chairman.

Q. The question is simple. You said you were in favour of promotions.—  
A. Yes.

Q. For the two reasons already given, to improve the conduct of the man or woman who is in the office; also to prevent favouritism.—A. Yes.

Q. If there are some complaints about promotions, it is mostly on account of the fact that everything is secret now.—A. I certainly think if the ratings were made open we would avoid a good bit of the suspicion that is at present prevalent.

Q. Do you not also find that the forms regarding the employee, his efficiency, personality, and so on, are too vague?—A. That may be, Mr. Chairman. In designing the forms we tried to make them as simple as possible in order that the departments would have less objection to their use; but I think perhaps there is room for improvement in the forms.

Q. There are many factors which are considered at the present time, and this provides a wide range for the man who makes the check.—A. Yes, I think there are some difficulties there. For instance, in connection with the first factor which is quality and quantity of work, there is really no relation between the two at all, and there is probably some difficulty in the ratings on that account.

Q. Personality is mentioned there?—A. Yes, personal qualities.

Q. Personality and fitness. Will you please define the responsibilities of the examiners?—A. In relation to promotion?

Q. In relation to promotion, yes.—A. The examiner is required to check the application forms to see that the requirements laid down are met. In the case of promotions to all entrance classes, that is, clerk, grade 1, clerk, grade 2, customs and excise clerks, postal clerks, and so on, the examiner must satisfy himself that the candidate for promotion has passed the regular examination for that class. That is, promotion in some cases is restricted to those who have met the qualifying educational standard.

Q. Have they been informed of these responsibilities in writing?—A. This system has been in effect now for a good many years; the majority of the examiners are old employees, and I think that while they have had many directions in the matter perhaps the procedure exists in their minds rather than on paper.

Q. Is there a decision of the commission to that effect?—A. To what effect?

Q. To the effect that the examiners have been informed of their responsibilities?—A. I know they have been informed of certain matters, that is, they have been informed that they must check the educational standards; they have been informed that they must send the application forms to the departments when ratings are to be made; and they must check to see that the ratings are given by the immediate superior in the department. I know all those points have been covered.

Q. But those are elementary points.—A. Yes, but actually the functions performed by the examiner in promotions are very closely related to those performed in other examination work.

Q. Are there any provisions to weigh education in promotions?—A. No; other than the tests that are set up for those entrance grades where the candidate must pass the written examination.

Q. To your knowledge some people have made false statements regarding their education.—A. In cases of promotion, no, I do not think I have—

[Mr. S. G. Nelson.]

Q. In cases of appointments?—A. Oh, yes, we have; in rather isolated cases.

Q. And even people from England have made false statements. That has been shown to the commission if it did not go to your branch.—A. I do not recall a case in respect to educational qualifications.

Q. I can quote you one right now; the case of Bone.

*By Mr. Boulanger:*

Q. Also the assistant superintendent of the St. Hubert Aerodrome.—A. That one has not come to my attention, Mr. Boulanger.

*By the Chairman:*

Q. Therefore, there is no provision to that effect, no definite provision?—A. In the case of promotions, no.

Q. To weigh education in cases of promotion?—A. No.

Q. Apparently an employee who has come in with next to primary education can be promoted to the highest position, without being asked if he has opened a book.—A. Well, no; before he gets through these entrance grades he must have demonstrated his ability to pass an examination that requires the equivalent of high school education.

Q. Take the case of Mr. Daly; he was chief clerk under you.—A. Of course, Mr. Daly is a very old employee, and he secured his promotion well beyond the entrance grades before the present Act came into effect.

Q. I know, but that does not mean that he knows any more.—A. No. I know you will agree with this, Mr. Chairman, that you cannot—

Mr. GLEN: Experience is not a gift. Perhaps he has had a lot of experience.

The WITNESS: I think you will agree, Mr. Chairman, very readily, that the possession of a certificate or a degree does not really indicate the attainments of a man at all.

*By the Chairman:*

Q. No, but to judge the education of others one must himself be educated to a certain degree.—A. Yes. But of course that is not strictly Mr. Daly's function to any considerable degree. His duty ends when the applications are received and submitted to the examiners who have to exercise that function.

*By Mr. Glen:*

Q. These letters after a man's name do not mean anything in an examination?—A. In many cases I would say not.

Mr. GLEN: I was reading a story of Sir George Reid, who got his K.C.M.G., and somebody asked him what those letters stood for. He replied, "I do not know, unless it means 'Keep calling me George'."

*By the Chairman:*

Q. Did Mr. Daly have anything to do with the examination of his two sons, one of them who is still in the service?—A. Certainly nothing to do with the actual examination, but in a general way he is responsible for all examination arrangements. But Mr. Daly has never supervised any examination where one of his sons was concerned.

Q. Did he have anything to do with the drafting of the questions?—A. Certainly not; that is handled entirely by the examiners and Mr. Daly is not an examiner.

*By Mr. Tomlinson:*

Q. Have you had any difficulty with members sitting on boards when their sons were undergoing examination?—A. There have been such cases.

Q. There have been such cases?—A. Yes.

Q. Do you not think that partiality is likely to be shown by that member of the board?—A. If permitted to over-rule the judgment of the other members of the board, it would be possible; but I think that occurs very infrequently. Certainly if we know that a board member has a relative who would be in any way interested in securing an appointment we would not ask him to act and would refuse his attendance on the board.

Q. But you say you have had cases.—A. I can think of one case, yes.

Q. What happened in that case?—A. In that particular case the man's son was a young civilian. He was not entitled to the preference for war service and the actual examination was restricted to overseas candidates, so that his son was not in the running at all.

Q. What were his actions while he was present at the board?—A. I am scarcely in a position to speak on that because I did not attend that particular board.

Q. I am rather interested in finding out about this. If it has happened in one case, why can it not happen in two or three cases?—A. We require our examiners to take a declaration to the effect that they are not related to candidates; that is, our regular staff.

*By Mr. Spence:*

Q. Is there any reason, Mr. Nelson, why the son of a commissioner or of anybody connected with a department should not make an application for a position if he is qualified for the job?—A. No.

*By Mr. Tomlinson:*

Q. That is not the question I asked at all. I am interested in cases where a member of the board sits in and decides whether his son is qualified for a certain position or not.

MR. SPENCE: I would not agree with that, of course.

THE WITNESS: I remember only one case, Mr. Tomlinson, where that happened, and, as I say, the final examination was restricted to returned soldiers. So he could not possibly secure any benefit for his son.

*By Mr. Hartigan:*

Q. You said you were not present at that particular session of the board. Do you sit in on many boards?—A. On some of the more important positions and when necessity seems to indicate the desirability of my being there; but, generally speaking, I have not time for that.

Q. Are there many more?—A. We have one regular board examiner who, as far as possible, attends all boards. Then, as a rule, there is another examiner from the commission staff. In addition, we have outside technical members, and a representative of the Legion.

*By the Chairman:*

Q. Mr. Nelson, how is the responsibility divided between the examiner, the chief examiner, the secretary and the commissioners?—A. All the reports made by the examiners go through my hands for submission to the commission or to the secretary.

Q. Do you submit them direct to the commission or to the secretary?—A. Some of them go to the secretary; many more go directly to the commission.

[Mr. S. G. Nelson.]



If there happens to be a difficult point involved where we would like to have the benefit of the secretary's experience in the matter we might submit it to him; but the large majority go direct to the commissioners.

Q. What proportion?—A. I should say that 80 per cent, anyway, would go directly to the commissioners.

Q. To what extent can the secretary influence a report; can he refuse to sign a report?—A. Well, he can refuse to sign a report, but the reports are submitted to the commission with any notation that the secretary may care to make. But I have never known a case where he would simply refuse to sign the report and turn it back to the examiner. That has not happened within my knowledge.

Q. And the report includes the qualifications of all candidates who have passed successfully?—A. Yes, the eligible list or a formal report on the qualifications.

Q. And at times it is very long?—A. Yes.

Q. Some of the commissioners have said they could not go through the reports all the time because it was humanly impossible, and I agree with them.—A. Yes, that is obvious, I think.

Q. Has it been the practice for the secretary to make or to endorse recommendations for promotion?—A. There again normally the report would not go directly to the secretary at all unless, as I say, there was some unusual feature. If two candidates appeared to be fairly close and we wanted the secretary's opinion as to what he thought should be done we might send it to him; otherwise it would go directly to the commissioners.

Q. In that case, would not the personnel tend to do as he indirectly suggests?—A. I do not think there is any direct suggestion about it, Mr. Chairman, because what happens is that the secretary does not send the report back to the examiner, he sends it along to the commissioners with his suggestion, whatever it may be.

Q. But he puts his suggestions on that?—A. On occasions, yes.

Q. He is like a book of general knowledge; he gives his views on organization, investigation and examination.—A. Those cases are infrequent in so far as the examination branch is concerned.

Q. Will you please look up this paper which is from the British Civil Service Commission and tell me if Captain E. St. Pere of Montreal—this is for the army—was successful as a second-class interpreter?—A. This, of course, is not one of our examinations.

Q. It is a British examination.—A. Yes.

Q. In the British army.—A. I cannot see here that there is any indication of the marks required in order to be declared successful.

Q. The words "successful" and "failed" appear there. He is not under "failed" but under "successful."—A. He ranks first for second-class interpreter, and I should think his standing has been given.

Q. Will you please read this and tell me if the man who has been found competent enough to speak the King's English by Englishmen was unsuccessful at his examination here before the Civil Service Commission?—A. No; according to this record, Mr. Chairman, he received 45 marks for translation from English to French in an examination for principal and senior translators and 40 per cent for translation from French to English. I think, though, is this not a fact, that the army interpreter examination to a large extent is given by a test in the spoken language rather than the written?

Q. I do not know anything about it. I find that the Englishmen said that he was good enough and here in Canada he was not speaking the King's English well enough to pass your examination. I find it very amusing.—A. I think the title "army interpreter" would suggest that his knowledge of the spoken language was being tested perhaps rather than the written.

Mr. GREEN: Some of the army interpreters could not speak very good English.

The CHAIRMAN: He is the first in his class, so he could not be so bad. He satisfied the Englishmen, but he did not satisfy the Canadians. That is the point I find very strange.

*By the Chairman:*

Q. Now, Mr. Nelson, I will ask you a question, which is in the mouth of Mr. Tomlinson, with regard to small positions. Will you please tell me if you have any control as to the examinations of small lightkeepers, cleaners, elevator men, janitors and caretakers outside of Ottawa?

Mr. TOMLINSON: Do not forget the caretakers.

*By the Chairman:*

Q. All these positions. Do you have anything to do with the examination of these people?—A. In these cases where we have a member of our own staff present at the examination I think we have a real measure of control in the examination branch.

Q. What is the proportion of cases that are handled by one of your men and those that are handled either by clergymen, the R.C.M.P., the head of a school, or people like that who have nothing to do with the commission and do not belong to the commission?—A. Of course, there are cases of caretakers who are located in rather isolated districts where we have to depend on the service of outside examiners.

*By Mr. Tomlinson:*

Q. Not necessarily isolated cases. That is a reflection on Bruce. In one case you did not send out—A. No. Our practice has been changed considerably in the last year or two. We are more and more sending out our own men to the larger centres where cleaners are concerned, such as Toronto and Montreal. That is, we do very frequently send our own official from headquarters.

Q. Do you think you are benefiting the country at large by taking the taxpayers money to send one of your examiners up to a certain town to take care of a suggested small position like a lightkeeper at \$500, who has nothing to do but light the light when the sun goes down and see that there is oil in the light and so forth?—A. Well, frankly, Mr. Tomlinson, if these positions are left in the control of the commission I would like to improve the system that we have. I am not altogether satisfied, and have not been altogether satisfied.

Q. What is your own humble opinion?—A. It seems to me that there have been so many things expressed by higher officers, at least, members of the commission itself, that I scarcely feel free to express any opinion in the matter. It is my function to arrange the very best examination that can be carried out if these positions are under our jurisdiction.

*By Mr. Green:*

Q. Earlier in the proceedings you recommended one or two more examiners.—A. I think it would take perhaps two additional examiners to carry out the work satisfactorily.

*By Mr. O'Neill:*

Q. Don't you think it somewhat ridiculous to send an examiner out to British Columbia to deal with a position of that kind?—A. We would not

[Mr. S. G. Nelson.]

do that. We would not send him out unless a number of positions were involved, because the expense certainly could not be justified in these circumstances.

*By Mr. Tomlinson:*

Q. It delays the appointment some months?—A. It very often delays the appointment, but the service is being carried on; there is an acting appointee.

Q. You put in a temporary, I suppose?—A. Yes.

Q. You come along and your examiner chooses somebody else; then what happens?—A. If the temporary incumbent does not get first place he has to go.

Q. Would you tell me what sort of an examination you would conduct for a caretaker at a salary around \$600? Tell me exactly.—A. Well, I remember being at a caretakership examination on one occasion myself.

*By the Chairman:*

Q. Did you enjoy yourself?—A. I did rather, as a matter of fact. We were in a room where the door stuck badly. We had six or seven or eight men coming to that room. When they were going out—of course we questioned them as to their experience along that line, whether they had any experience with heating plants, whether they had ever done any glazing and so on and so forth—one after the other of the men grabbed hold of this door that had stuck and started to yank it. One individual came along and he put his hand on the knob and his other hand up a little higher and so the door opened, and together with his other qualifications I felt conclusively he should have the job.

Q. You thought of that a long time, did you not?—A. No.

Q. Will you please tell me what questions you would ask a caretaker at a salary of \$600 or \$400, one of these small post office positions. What questions would you ask that man?—A. The caretaker?

Q. A caretaker?—A. As I say, we check over his record, the training—we feel the type of man who has been perhaps a handyman, what is called a handyman, is the best type of individual to care for a public building. He knows something about heating plants and effecting minor repairs and so on, knows a little about wiring, changing fuses; he can put a washer on a tap that is leaking and that sort of thing.

Q. Well, now, tell me, is that worth the expense—I might as well give it to you. Could not the member make the same recommendation?—A. There is no question—

Mr. GREEN: What question does the member ask him?

Mr. BOULANGER: None.

The WITNESS: I do not for a moment question the ability of the member to make the appointment.

*By Mr. Tomlinson:*

Q. I am speaking about these small non-technical positions.

*By Mr. Mulock:*

Q. Do you think you know more about the ability of a man to fill the position after you have been in the town for an hour and a half than Mr. Tomlinson does about the man in Port Elgin?—A. Not about his life history, Colonel Mulock.

Q. And about one of these things that the people have to do, which is to satisfy the people in the district.

Mr. GLEN: Keep the place clean.

Mr. MULOCK: Satisfy the public. That is one of the essentials, to satisfy the public.



*By Mr. Hartigan:*

Q. I know of a case where an examination was held for a caretaker in the New Waterford post office. They sent a man from the Public Works Department in Halifax as a representative of the commission. I am not going to bring the case up now, but I hope to bring it up next year when we have more time. I am just mentioning it to give you an idea what happened. I can prove my statement and I will take it up later. One of the questions that were asked this group of men was: "Do you think you know how to look after a public building?" Well, do you think there was anyone there who was going to say that he did not know how to look after a public building? That was one of the questions asked.—A. Was that the only question?

Q. That was the only question asked. They asked that of the five men who took the examination. I can bring them here to prove it. Amongst the group of men there were two returned soldiers, both good men. I have nothing against their character. It was excellent. One man was in entirely different circumstances from the other man. The man who should have got the position did not get it. The other fellow got it. Then they talk about their examinations and their fairness. We heard a commissioner come here and read a declaration about how fair they were to the returned man and how they looked after the affairs of the returned man, how they sought to give them all kinds of preference. I can take this case up, but I say I do not intend to do it because we have not time. If we have a special committee or a standing committee next year I shall bring it up and I will prove it. I say the thing is rotten.—A. I tried to make clear we are not altogether satisfied with the examinations conducted by these inexperienced examiners in such cases.

Q. Why put people to the expense of paying the transportation from Halifax of a man from the Public Works Department if the man who is going to get the job is picked out beforehand, on the recommendation coming from the heads of the legion, perhaps, in Vancouver, or Toronto or somewhere like that. The man who was worthy and who was entitled to it did not get it. The other fellow got it for some reason or other.

*By Mr. Mulock:*

Q. You have had a lot of trouble in getting things accomplished and conducting examinations in cases like the reclassification of the post office staff. They were held over for a long time because of shortage of money. Then all of a sudden a lot of examinations had to be held at one time because the service was down on account of vacancies not being filled.—A. Yes, that is correct.

Q. Don't you think that you could run your civil service more efficiently and give more attention to the more important positions if you had the smaller ones out of your way so that you could devote your time to the more important positions in the service?—A. Naturally, if our staff is to be limited we could give more efficient service the less we had to do. If this work is to be handled efficiently it means a small addition to the staff.

Q. And travelling expenses?—A. Yes, to a degree, travelling expenses.

*By Mr. McNiven:*

Q. In the summer of 1936 did you advertise for 275 clerks at a salary of \$75 a month?—A. Yes.

Q. To tabulate the returns of the census in the western provinces.—A. Yes.

Q. Positions in Ottawa?—A. Yes.

Q. And there were approximately 9,500 people who wrote that examination?—A. I think the number was a little less than that.

Q. Not very much.—A. Something over 7,000, I think. Over 9,000 people applied but I think actually about 7,200 wrote.

[Mr. S. G. Nelson.]

Q. For 275 positions. The very fact that that was done must have cluttered up your department for weeks in examining those papers?—A. Well, I think that on that particular occasion we had to largely concentrate on that job for a month.

Q. A month?—A. Yes. We had to employ an extra staff, as a matter of fact, to handle it. But I do not know any way in which we could restrict the field of competition. I do not know why we should tell certain individuals, "You cannot apply for this job."

*By Mr. O'Neill:*

Q. Did you not have an eligible list?—A. This examination served another function. Actually, some 275 appointments were made to the census; but the list established also qualified for appointment to the service as clerk, grade 1, and has been largely used for departments generally in that connection.

*By Mr. McNiven:*

Q. That is, carrying a salary of \$75 a month?—A. No. Permanent clerk, grade 1, gets only \$60 a month. But there have been many appointments made, apart altogether from census work, to the various government departments at \$60 a month.

Q. The result, as far as a great many of us were concerned, was that there were about seven thousand people disappointed in not getting one of those positions.—A. Yes.

Q. They went to the trouble of writing the examination—well, it was just like the Irish sweepstakes.—A. I can tell you, though, that the department advises us that this was the best census staff they ever had. The competition was so wide that those who came at the top of the list were exceptionally well qualified.

Q. If it were to come up again, would you repeat the performance?—A. I do not think there is any other alternative.

MR. BOULANGER: It is a public competition.

THE WITNESS: The public has a right to apply. I do not think we can restrict them in any way.

*By Mr. Jean:*

Q. You had the same thing in the post office examination in Montreal?—A. Exactly the same thing, yes.

*By Mr. McNiven:*

Q. I have another question to ask there, although this may have been cleared up with other members of the committee. On the 15th of September last a car inspector was retired from the service and no successor was appointed. A month or so afterwards it was advertised, and the position has just been filled within the last few days. Why could that position not have been advertised and filled prior—or the applicant made available to take up his duties from the 15th of September, when the former incumbent left?—A. I think it is a question there of anticipating action. I think there is no rule, if it is known that a man is to be retired, that the department should not ask that steps be taken to appoint his successor well before the man goes out of the service at all.

Q. They appointed a temporary incumbent for a period of five months; that temporary incumbent did not get the position. Therefore, he is disappointed and the service has been inconvenienced for a matter of five months?—A. In such a case, the proper practice would be to have the successor selected by the time the other man is going out; but retirement cannot always be anticipated, of course.

Q. This was superannuation; he knew he was going to retire at 65.—A. Well, I do not know, in the case you mention, whether the department asked us to take the necessary action well before the man went out. I would have to find out.

Q. I would like to know whose responsibility it is,—whether it is that of the commission or that of the department,—to say whether or not a successor should be named?—A. We really cannot take any action until we are advised by the department of the necessity for an appointment. It very often happens that we are not told until the eve of departure of the previous incumbent, and some times not until well after he is out. But departments have been asked on occasion to anticipate such retirements, in order that we could initiate our action in securing a successor.

Q. May I ask, by your department?—A. They have been asked to anticipate such requirement.

Q. Would it be, in your opinion, an improvement in the service if the other appointment could be made immediately the retirement is effected of the former incumbent?—A. Undoubtedly. It is a distinct loss in training another man and dropping him out after some months.

*By the Chairman:*

Q. In reference to what you said a few moments ago about the candidate for caretaker who had opened and closed the door so nicely, did you ascertain whether or not he had badly beaten his wife the night before?—A. Yes, we did make fairly extensive inquiries.

Q. Because the member in the constituency, who lived in that place, would have known that. It would have been public throughout the town. Some one who goes there from outside could not verify that.—A. You are suggesting that the member would not recommend him if he had beaten his wife, Mr. Chairman?

Q. I beg your pardon?—A. I say you are suggesting that, of course, that the member would not have recommended him had he beaten his wife?

Q. Oh, no.

*By Mr. O'Neill:*

Q. Before we get away from that further, there is a question I would like to ask—

The CHAIRMAN: I beg your pardon?

Mr. O'NEILL: Before we get away from the question—

The CHAIRMAN: It is a theoretical wife.

Mr. O'NEILL: All right, go ahead.

Mr. MULOCK: He wanted to ask a question, Mr. Chairman.

The CHAIRMAN: Oh, go ahead. Ask it right away.

Mr. O'NEILL: Never mind. Go ahead.

The CHAIRMAN: Ask your question. I am waiting for you, because what you say is always interesting.

Mr. O'NEILL: I am not going to ask a question now, so you might as well go ahead with your business.

*By the Chairman:*

Q. Will you please table the information that you have given regarding the examinations passed by the members of the organization branch, and their qualifications? That letter is not personal, is it?—A. No, it is not personal in any sense.

[Mr. S. G. Nelson.]



Q. Therefore, will you please table this as appendix number 1?—A. Yes.

Q. The qualifications of the examiners and notices of advertisements in each position. Then as appendix number 2, will you table the qualifications and service record of members of the examining branch?—A. Yes.

The CHAIRMAN: Mr. O'Neill has a question to ask you, I think.

Mr. O'NEILL: Mr. Chairman, I was wanting to ask Mr. Nelson a question arising out of something he said. He made the remark just now that the commission had no other alternative, if it becomes necessary to appoint some enumerators for another census.

*By Mr. O'Neill:*

Q. You said that you would have no alternative. Last November there was a qualifying examination held throughout the Dominion of Canada for stenographers?—A. Yes.

Q. And there were some four, five, or six hundred, or something like that, who were successful?—A. No—a much larger number than that.

Q. There were that many, anyway, with a high mark—at least 80 per cent?—A. Yes.

Q. If it were necessary to employ 275 enumerators for another census, why could you not take 275 of those at the top of that list rather than hold another qualifying examination?—A. I expect by the time the necessity of another census rolls around that list will not longer be in existence.

Q. That is not the point. The question was asked, "If that became necessary again, would you go through the same performance?" and you said you would have no alternative. Suppose that the parliament should say there is going to be a census taken this year. Just suppose it said that. The point I want to make and the question I want to ask is: Could you not take those that you have now, that have passed that qualifying examination?—A. Certainly. We would, so long as that list remains in effect. But it is considered good business not to continue this list beyond the two year period.

Q. Just another question there. When this list becomes depleted, what would you do then?—A. Well, it is always necessary that we should have a list of clerks available.

Q. Absolutely; it is always necessary for you to have them and you always have this list. Why should you hold another qualifying examination for the appointment of 275 enumerators? That is my point.—A. We would not, if we had a list that could meet the requirements. But at the time this examination was held, we had no list except one that had been established many years previously.

Q. You have one now, and it is the intention of the Civil Service Commission to keep a list?—A. Yes. But if for any reason this list runs out, we will have to establish another one, apart altogether from any special requirements such as census; because there are many appointments of clerks required from day to day throughout the service.

Q. The point I am making is this: If the Civil Service Commission have a list of qualified stenographers, then they would not have to hold an examination in order to appoint 275 enumerators; they would take those 275 off that list.—A. Qualified clerks, yes.

Q. Yes, clerks.—A. Yes. If we had a list that we thought would satisfactorily meet the requirements, we certainly would not hold any other examination.

*By Mr. Mulock:*

Q. Until you abolished that list?—A. That is it.

*By Mr. Tomlinson:*

Q. It is not good policy to hold the list?—A. No.

*By Mr. McNiven:*

Q. In connection with those enumerators, I understand they had about 300 given positions, or 275; and there was an eligible list of about 1,300?—A. Yes.

Q. And those positions lasted about six months?—A. A good many of them went longer than that. That is about the minimum, six months.

Q. The minimum was somewhere from about six months to a year. Are you establishing a new eligible list at the present time for grade 1 clerks?—A. For clerks; not for stenographers.

Q. No. I am speaking about clerks.—A. Yes.

Q. And with an eligible list of 1,300, you advertise a new competition with more than 9,000 applicants?—A. Yes.

Q. No wonder your department is cluttered up.—A. It is the policy, and considered to be good policy, not to continue these lists for an indefinite period; and our practice is to not carry them beyond two years.

Q. There are two examinations we have had, with 9,000 applicants for \$60 a month clerkships.

The CHAIRMAN: I find it formidable.

*By Mr. McNiven:*

Q. They had an eligible list of 1,300. Three hundred got positions of a temporary character. That list is discarded, they advertise again and they are holding an examination now with 9,000 people writing on the same examination for grade 1 clerks.

Mr. GOLDING: What was the other?

Mr. McNIVEN: The other was grade 1 clerks, in the summer of 1936.

The WITNESS: No. There was a census examination in 1936, and that was a clerical examination. That list has been in effect for two years, and we are carrying out a new examination.

*By Mr. McNiven:*

Q. There were 1,300 on the eligible list and only 300 got appointments?—A. No, more than that; because the list has been largely used in filling requirements in various government departments.

Q. Well, there is well over 50 per cent of the eligible list that never got appointments?—A. Yes; that is quite correct.

Q. Yet you are holding another examination, and 9,000 people are being permitted to write on that examination within the next few days?—A. Well, if the members of the committee feel that it would be better practice to continue the list, of course, the commission is entirely agreeable.

Q. No wonder your department is cluttered up.—A. That is quite true. There is a tremendous amount of work involved in maintaining these lists even on a two year basis.

*By Mr. Tomlinson:*

Q. Mr. Nelson, in your opinion—and it also has been expressed by the commissioners—it is not good policy to retain the eligible list for one year.

Mr. BOULANGER: Two years.

Mr. TOMLINSON: No, one year.

The WITNESS: We would probably subscribe to that, Mr. Tomlinson. But it is not practicable to renew the lists as frequently as that. What would happen

[Mr. S. G. Nelson.]

is this: For instance, if we were holding an examination in Montreal for postal classes, we would probably get 6,000 or 7,000 candidates. Naturally, those papers cannot be marked in a day or even a month, if you have other work on hand. There you would be continually holding examinations for that one class in Montreal.

*By Mr. Tomlinson:*

Q. The point I am getting at is—and I mentioned it earlier in this committee—that you approve them or place them or rate them according to their ability?—A. Exactly.

Q. Efficiency and so forth?—A. Yes.

Q. And when you get down lower on the list, they are not the best men?—A. No. That is obviously true.

Q. You are not obtaining the best men and women in this country?—A. But on the other hand, the competition is so wide that I think even those who come fairly well down on the list have adequate qualifications.

Q. Yes, I can see that, probably, is the case of a census, for instance, which is a wide competition. But in the average eligible list that you set up, in the higher grade positions as well, once you arrive a certain distance down that list, you are not obtaining the best men?—A. Well, actually in the case of special positions, the first man gets the appointment and the rest normally get nothing. If I might add something in connection with that census examination—there were seven thousand odd who took the examination. Suppose 1,300 qualified. That indicates it was a very stiff examination and the elimination is very severe.

*By Mr. McNiven:*

Q. Could not some of that elimination have been done before the examination was held, without putting the 7,000 people to the trouble of writing and your department to the trouble of examining the papers, thus avoiding raising the hopes of 7,000 people that they might get a position when all but about four or five hundred are disappointed?

MR. MULOCK: Just a moment, Mr. McNiven; supposing there were people in your district who were arbitrarily told, you are not going to be allowed to go there and take that examination; do you think that would be very kindly received by them?

THE WITNESS: We find that people are better satisfied if they are permitted to take the written examination rather than being eliminated by being told that they have not the apparent qualifications which would admit them to the examination.

*By Mr. Glen:*

Q. Take a case such as the one Mr. McNiven spoke about, would it not be possible to carry on a little longer in such a case and save the need for another examination?—A. There might be some advantage in that, but we like to be consistent about these things. We find that where we maintain one list too long it generally results in dissatisfaction.

MR. TOMLINSON: It causes a great deal of grievance at any time when the change of government occurs.

*By Mr. MacNeil:*

Q. Did you charge a fee this last examination?—A. We did charge a fee for the last examination; but that is the first one for which a fee has been charged for a long time.



Q. Would it not be practicable for the unsuccessful candidate to have his fee paid back to him; at least I should think his paper should be sent back to him with the marks given so that he would have some idea as to how he stood.—A. I think for our own protection we would be required to retain the papers. Actually the reason for charging a fee is to limit the competition to those who are serious about the examination. For instance, in the case of the Montreal competition for postal clerks only about 1,000 out of 1,500 turned up.

MR. O'NEILL: Has there been any thought given by the commission to the possibility of taking a rating from the school examinations that are held every June? It seems to me that for the small positions such as clerks and stenographers you might very well take the examination ratings from the public schools and the high schools and in that way you could save the country a very considerable amount of expense.

MR. TOMLINSON: And you might have a few pets too.

THE WITNESS: I think that suggestion has been made within the commission itself on occasion, Mr. O'Neill; but we have felt that the standards throughout the country vary too much to ensure that the very best qualified people are going to become available under those circumstances. And of course, there is another objection, that of taking a certain number from one locality rather than from another.

*By Mr. O'Neill:*

Q. Do you think there is such a wide difference in the school examinations throughout this country that anybody who passes a high school examination in British Columbia would not be just as well qualified for a post at Ottawa as a pupil who passed a similar examination in any of the other provinces?—A. No. But I do say that there is no assurance that the best qualified candidates for our work will be determined on an educational test such as that. The pupil who might get top rank in one province might not secure a similar qualification in the examination of another province. I think it is more desirable to have candidates pass a written examination.

MR. TOMLINSON: That is right.

MR. GOLDING: Mr. McNiven made a statement there which I would like to have cleared up. He said that in his district they were told that they could not write the examination. What is the explanation of that, Mr. McNiven?

THE WITNESS: We have had some competitions where a certain educational requirement has been laid down and where it was felt that that must be insisted upon. In such cases we took the position that where a candidate obviously lacked the essential qualifications it was better to tell him that at once than to put him to the expense and inconvenience of trying the examination.

MR. GOLDING: There is nothing wrong with that.

THE WITNESS: Then, there is the other argument, that a candidate is always better satisfied if he is given an opportunity to pass a written examination.

THE CHAIRMAN: But that means more work for you?

THE WITNESS: Yes, but I think it results in less dissatisfaction. It is not easy at all to tell a man he does not measure up to the requirements of a position. He is more satisfied when he is given a chance to write the examination. He may say, well I have taken special courses which you do not know about and I think I should have a chance to try the examination.

THE CHAIRMAN: Very few candidates are satisfied even after they get the jobs.

THE WITNESS: After they get the jobs they are better satisfied.

[Mr. S. G. Nelson.]

The CHAIRMAN: No. They want their salaries adjusted. They claim they have more experience and they ought to get some recognition for it. When a member recommends for an appointment the individual has sort of a mortgage on the member, and the fellow comes back again and again with complaints that he has some trouble there and that he wants a little improvement in his position.

Mr. JEAN: He is dissatisfied.

The CHAIRMAN: He is doing a lot of work and he is dissatisfied, he is not being paid enough for it.

Mr. BOULANGER: Sometimes they have told us, if I had known I would not have taken your damn job.

The WITNESS: You gentlemen are putting up an argument for examinations now.

*By the Chairman:*

Q. Now, Mr. Nelson, I find that on your advertisements it is frequently mentioned that an eligible list will be good for 12 months and then it is extended.—A. At the option of the commission.

Q. It is not fair for the applicants. It is not fair for the youths who come out of school. You mention that the eligible list will be established and that it will be good for 12 months. They take the examination and they know what the commission wants by way of requirements for the position, then they prepare themselves to try the examination again at the end of the 12 months period. Then you come along and extend that list for a further period of 12 months. They have undertaken all this preparation for a second examination and they are deprived of their chance of taking it.

Mr. TOMLINSON: Yes.

The WITNESS: I think it would be better if the commission were to indicate on the notices of position sent out that the eligible list will be continued for the period of two years.

The CHAIRMAN: It should be two years. Then people will know about it. What I regret in many instances is that the procedure of the commission, as I have said already, is more by way of exception than of general rule. I find it all wrong. Everybody should be treated in the same way.

*By Mr. McNiven:*

Q. How many applications did you have in that competition for stenographers which you held about two months ago?—A. The number was about 3,300.

Q. And you established an eligible list of some 1,300?—A. 1,308.

Q. Were only 1,300 writing on it?—A. It ran between 3,200 and 3,300; those who actually wrote.

Q. And that covers stenographic positions clear across Canada?—A. Yes.

Q. Have you any idea of the actual number of stenographic positions that will be filled during the course of a year?—A. I cannot say that, but I can tell you this, that from the eligible list which was established in 1935—we had I think 800 or 900 names on that list—and that list was exhausted well before this eligible list became available.

Mr. McNIVEN: I know of one position that was filled in January of this year from that list which you established in 1935; a Regina girl who got a position in the inside service here in Ottawa and who wrote in that examination in 1935. I know of another one who got her job in 1937.

The CHAIRMAN: Now, gentlemen, I have a few questions which I would like to ask of Mr. Putman. They will not take long. Then, the commissioners have indicated that they have certain statements which they would like to make. That also I believe will not take long. I think we should be able to finish hearing evidence this afternoon.

The committee adjourned at 12.55 p.m. to meet again this day at 4 o'clock.

## AFTERNOON SESSION

The Committee resumed at 4 p.m.

The CHAIRMAN: We have a quorum, gentlemen. Mr. Doyle wrote a few days ago to the Treasury Board to get information about the composition of the departments, but it is not available yet. I hope it will be soon.

I have received a letter from Dr. Beauchesne, clerk of the House, which reads as follows:—

OTTAWA, June 24th, 1938.

SIR,—I have received a couple of letters from the Secretary of the Civil Service Commission seeking information on behalf of the Civil Service Act Committee with respect to certain temporary employees of the House of Commons; but I did not comply with his request because I felt the Commission had no authority over these employees. Section 61, subsection 1, of the Civil Service Act reads as follows:—

The provisions of this Act relating to appointment, transfer, promotion, salaries, increases thereof, classification, political partisanship and payment of gratuity on death shall apply to the permanent officers, clerks, and employees of both Houses of Parliament and of the Library of Parliament, and wherever any action is authorized or directed to be taken by the governor in council or by order in council, such action, with respect to the officers, clerks and employees of the Senate or the House of Commons, shall be taken by the Senate or the House of Commons, as the case may be, by resolution.

Section 62 provides for the preservation of the privileges enjoyed by our officers, clerks and employees with respect to rank, and precedence, attendance, office hours, leave of absence or engaging in employment for salary during parliamentary recess.

Dismissals or suspensions are regulated by Section 21 of the House of Commons Act (Chapter 145, Revised Statutes of Canada, 1927). Under Section 22, all our officers, clerks and messengers have to take the oath of allegiance before the Clerk of the House.

It is clear that the provisions of the Civil Service Act dealing with temporary employees or the organization of permanent ones, or dismissals, do not apply to the House of Commons. The House divested itself of its powers with regard to the matters referred to in Section 61 and it went no further. It did not accept the Act in its entirety, but it agreed to use the Commission for certain well defined purposes.

Sincerely yours,

ARTHUR BEAUCHESNE,

*Clerk of the House of Commons*

I have also received a letter from Mr. Foran dated June 20, 1938, to complete what had been mentioned about classifications at page 1,176 of the report. Therefore, Mr. Doyle, will you please publish it as appendix number 3 of to-day?

I have also received a letter from Mr. Bland, in answer to a question that I asked him the other day, which reads as follows:—

OTTAWA, June 24, 1938.

DEAR MR. CHAIRMAN,—In reply to your inquiry regarding Mr. A. A. Fraser, Joint Law Clerk of the House of Commons, I have gone over his file and find no indication thereon that he is either a K.C., or a LL.D.

Yours sincerely,

C. H. BLAND,

*Chairman.*



I mention that, because the clerk came to me and said it was just as well not to make any reference to that in the report, and there is no reference in the report, in fact, to that. It was not on my suggestion at all. Then I received a letter from Mr. Fraser saying that it was a scurrilous attack on him to mention that. In order to make sure about it, I asked Mr. Bland, and the answer is there. I am not to be impressed by anybody who writes to me that I make scurrilous attacks on them. I am too old for that.

Now, Mr. Putman, will you please come forward.

The CHAIRMAN: Before Mr. Putman starts, will you please summarize the Sherbrooke case, Mr. Boulanger?

Mr. BOULANGER: Mr. Chairman and gentlemen, the proper way of proceeding would be, of course, to put one of the officers of the Civil Service Commission in the box, give him the files and fire questions at him. But I understand that this is our last day for the purpose of hearing evidence, and of course if we proceed in the regular way it would take a whole sitting. So if you do not mind, I can summarize these cases in five minutes. I have read the files, and I will give you the result of my examination.

Mr. SPENCE: You are an investigator?

Mr. BOULANGER: Oh, no.

Mr. SPENCE: You have been investigating?

Mr. BOULANGER: I have been investigating on my own account. The point which I want to make by a resume of these two cases is that the commission did not appoint the best man. That is apparent from the mere reading of the files.

Mr. SPENCE: What was the job?

Mr. BOULANGER: One is the postmaster at Sherbrooke and the other one is the collector of customs and excise at Sherbrooke also. In fairness to the commission, I must say that the commission does not bear the greatest share of the blame. The greatest share of blame must be borne by the departments concerned, because those two cases were appointments by way of promotions, and the ratings were given to the commission by the departments.

We will take, first, the case of the postmaster. But before I go any further, I will give you the population of Sherbrooke according to the last census. In round figures—you will probably remember round figures better than the exact figures—the population of Sherbrooke is 29,000. The French speaking population is 22,000 and the English speaking population and others is 7,000. For the purpose of the record I will give you the exact figures:—

Total population.. . . .	28,933
English.. . . .	4,596
Irish.. . . .	1,044
Scottish.. . . .	808
Others.. . . .	25

In other words, the population of Sherbrooke is French speaking for over 80 per cent.

Now, let us take the postmaster. The position became vacant in April, 1924, and the commission was requested to appoint a new postmaster. The appointment was made in November, 1926. The business was dragged out over two years, or the agony lasted more than two years. It took more than two years to fill the vacancy. At the beginning there was a difficulty. The people of Sherbrooke wanted a local competition, limited to the city of Sherbrooke. Instead of that, the department wanted a competition open to the whole postal district of Montreal; and finally the department had its way. The commission requested the department three or four times, during the period of over two years which I mentioned, for ratings. The department were supposed to furnish the ratings, because the competition was not open to the public; it was open only to employees of the Post Office Department in the postal district of Montreal.

The department was negligent, or I do not know what the reason was, but the ratings were not furnished until 1925—at the end of 1925. There is a paper on the file which indicates that there were four applicants for the position. I do not know who three of those applicants were, because the file is not complete and there is only one application on file. That application is from Charles Edward Soles, who is an inspector in the Montreal postal district. Mr. Soles, in his application, under his own signature, states that he knows some French but that he cannot use it fluently. There were a lot of petitions from the citizens of Sherbrooke—from every known organization and association, from the mayor, the aldermen, from Judge White of the superior court, from the two presiding magistrates in the city of Sherbrooke, from everybody in Sherbrooke—that a bilingual man be appointed postmaster at Sherbrooke. These petitions were disregarded and Mr. Soles was appointed, although he states himself, under his own signature, that he knows some French but that he cannot use it fluently. Therefore, I claim that in this case the commission did not appoint the best man. The best man was one who could converse with the whole population of Sherbrooke and who knew enough French to do business with three-quarters of the population at Sherbrooke. That is my contention. The file shows also that now Mr. Soles is sixty years old.

Mr. HARTIGAN: Did he know English also?

Mr. BOULANGER: I beg your pardon?

Mr. HARTIGAN: Did this other fellow also speak English as well as French?

Mr. BOULANGER: Which other fellow?

Mr. HARTIGAN: The man who, you say, should have had the position?

Mr. BOULANGER: I do not know who should have had it, because there is only one application on the file. But my contention is that there was somebody who had made application for this position who knew both languages, and he should have got the position.

Mr. HARTIGAN: Yes, if he knew both.

The CHAIRMAN: In Sherbrooke, four-fifths of the population speak both languages—at least that many, if not five-sixths.

Mr. BOULANGER: Over 80 per cent.

The CHAIRMAN: Yes, over 80 per cent.

Mr. BOULANGER: The files show that Mr. Soles is sixty years old; and he has an application in for sick leave which is on file. I would like to make a motion that this committee recommend to the Post Office Department the superannuation of Mr. Soles, and his replacement by a man who knows both official languages, so as to have some one who would be more efficient than the present occupant of the position.

Mr. SPENCE: Does Soles wish to get out?

Mr. BOULANGER: I do not know. The file does not show that. All I can tell you is what I have seen in the file.

Mr. BROOKS: Have there been many complaints?

Mr. BOULANGER: An awful lot of complaints.

Mr. BROOKS: I mean, since he took over the position?

Mr. BOULANGER: Yes. There are recent complaints that came in a few weeks ago, or even a few days ago.

Mr. SPENCE: This man who is there now took it over in 1926, you say?

Mr. BOULANGER: When he was appointed first, he was appointed temporarily, when the position became vacant in April, 1924; then he was appointed permanently at the end of 1925.

Mr. BROOKS: What is the nature of the complaints?

Mr. BOULANGER: The nature of the complaints is that he does not know enough French to do business with the French population.

Mr. BROOKS: That he cannot carry out his duties properly?

Mr. BOULANGER: Yes. There is a whole bunch of petitions here—about fifty of them.

Mr. GLEN: What is the position worth?

Mr. BOULANGER: \$3,000, I think—in the vicinity of \$3,000. The other case is of the same nature.

Mr. CLEAVER: If he is superannuated, what annual salary would he receive?

Mr. BOULANGER: I could not say.

Mr. BROOKS: Would the Civil Service Act not have to be changed before they superannuate him?

Mr. BOULANGER: I will look into that. I have an understanding or an impression, if you like, that if he is really sick, he can get superannuation.

Mr. BROOKS: According to the years of service?

Mr. BOULANGER: Yes, according to his years of service.

Mr. SPENCE: That is why I asked if he wanted to get out. You said he was sick. I thought probably he wanted to get out himself.

Mr. BOULANGER: I understand. The other case is the case of collector of customs and excise. That was also an affair that dragged for about two years. The position became vacant in 1933, and the position was filled in the last days of 1934 or the first days of 1935. There again the people of Sherbrooke, the same people that I mentioned a moment ago—the mayor, the aldermen and the notable persons of the town, the organizations and associations—petitioned the department for a bilingual man to fill the position of customs and excise collector at Sherbrooke. It appears from the file that the department and the commission passed the buck, the one to the other. The department said, "Well, it is up to the commission." There is one file—or there is, rather, a letter in the file from Mr. Wood of the National Revenue Department which says, "We do not want a bilingual appointment; but all things being equal, give the preference to the man who speaks both languages."

Mr. BROOKS: In that connection, does the returned soldiers preference enter into either one of these cases?

Mr. BOULANGER: No, I do not think so. I have not seen anything of that kind on the file. Finally, the ratings were made by Mr. Bordeleau and Mr. Jackson, the two inspectors in the Sherbrooke district, and the average result of their ratings was this: Mr. Greenland had 91 marks and six tenths—91·06; and Mr. Belisle had 91·42. The third man was a man by the name of Charest and the fourth man was a man by the name of Goyette. If there ever was a case where things were equal, this is that case. Greenland had 91·06 and Belisle had 91·42.

The CHAIRMAN: It is just splitting hairs.

Mr. BOULANGER: And there were instructions given by the department or by the commission—I forget which, at the moment—to the rating officers to take notice of the linguistic qualifications of the applicants. Mr. Bordeleau followed those instructions and in his ratings indicated "This man knows French" and "this man does not," or "This man knows French and does not know English." He took into account the linguistic qualifications of the applicants. Mr. Jackson did not.

The CHAIRMAN: What Mr. Jackson is that? Is that Mr. Jackson of the Civil Service Commission?



Mr. BOULANGER: No, not Mr. Jackson of the commission. It is Mr. Jackson of the National Revenue Department. He is one of the customs inspectors in the Sherbrooke district. He is one of the immediate superiors of the applicants for the position. When the commission was placed in possession of knowledge of this condition, two men with only four-tenths, or two-tenths of a point difference between them—they should have taken advantage of the requisition of the department; they should have said, "Things are equal, and we will appoint Belisle, because Belisle knows French; he is more qualified and more competent than Greenland to occupy the position in a city where the population is 80 per cent French-speaking." But instead of that, instead of taking their responsibility, they passed the buck again to the Department of National Revenue, and they said to the Department of National Revenue, "Will you send another inspector to examine these men again?" and they send Mr. Lennie, the chief inspector of the National Revenue Department who works here in Ottawa, who has no knowledge, no special knowledge, of Greenland's or Belisle's work, except on the report he gets.

Mr. SPENCE: Mr. Lennie is a good man.

Mr. BOULANGER: Mr. Lennie went to Sherbrooke and examined Greenland again, and he managed to give Greenland a few more tenths of a point; and he reported to the commission and the commission appointed Greenland. The file shows that Greenland does not speak French and that Belisle does. May I add, in connection with the appointment of the Customs and Excise collector at Sherbrooke, that Mr. Potvin dissented from the decision of the other two commissioners.

Mr. SPENCE: Greenland does not speak French?

Mr. BOULANGER: No. That is stated in Bordeleau's rating.

Mr. TOMLINSON: Is it necessary there that he should be bilingual?

Mr. BOULANGER: Yes.

Mr. TOMLINSON: I mean, with the people they do business with?

Mr. BOULANGER: Yes. They do business with the whole population—with the trading population, of course, and all the people who receive parcels or goods or anything on which there is duty paid.

Mr. MULOCK: And people coming in with complaints?

Mr. BOULANGER: Yes. They are continually in contact with the public—even more than the postmaster, I think, or at least as much as the postmaster. This is the case in connection with the customs collector at Sherbrooke; and there again the file shows conclusively that the best man was not appointed. It is evident that Belisle was more competent than Greenland because Belisle could do business with the whole population of Sherbrooke. Besides, Belisle has more years of experience than Greenland. And there is the question, also, of Greenland's educational qualifications. The file shows that he received his education in England, and no proper check was made as to that. Here again I would like to move that the committee recommend to the Department of National Revenue that Mr. Greenland be transferred to a unilingual part of the country, and be replaced at Sherbrooke by a bilingual collector.

The CHAIRMAN: Thank you, Mr. Boulanger.

C. V. PUTMAN, Chief of Organization Branch, Civil Service Commission, recalled.

*By the Chairman:*

Q. Now, Mr. Putman, we will take the information that is published as an appendix to report number 35 at page 1318. I had some copies made. I have not enough to supply everybody with them, but I can distribute a few copies. This is with regard to those reclassifications, gentlemen.

[Mr. C. V. Putman.]

Mr. GLEN: Is this over a period, Mr. Chairman?

The CHAIRMAN: Oh, yes; in the calendar years 1936, 1937 and 1938, to June 1st. This is a summary, of course, and it is just to show the work that has been done.

Number of positions in units .....	25,355
Reclassifications requested .....	2,635
Reclassifications approved .....	2,171
Modified. . . . .	239
Down .....	176
Down deferred .....	18
Upward .....	1
	<hr/>
	434 or 20%

20%

There is a difference also of thirty "O's" (no change) in classification. The same again has taken place. The law creates new positions, apparent positions, making 464. It means changes of 434. It means that the changes made in the branches after the report was received from the investigator were about 20 per cent of the requests made.

*By the Chairman:*

Q. That is about it, is it not, Mr. Putman?—A. I haven't had a chance to look at that. Yes.

The CHAIRMAN: And you must remember, gentlemen, that the changes made by the board were only 1 or 2 per cent of the total. I will not dwell on that. I have done a good deal of work on that and I think that will suffice.

*By the Chairman:*

Q. What about the 14,900 that you mentioned, Mr. Putman, in the first place?—A. Those pertained to the lower grade salaries and you still have them before you.

Q. You mentioned that, 14,900 cases to investigate that were not decided upon by the branch. I understood that.—A. I don't remember making any such statement as that, Mr. Chairman.

The CHAIRMAN: He mentioned something about 14,900, what was that?

*By Mr. Tomlinson:*

Q. Wasn't that a survey made of the different positions?—A. I think the figure I intended to give you was this 15,387, on page 1327. I think I said that something over 14,000 positions were investigated there during 1937.

Q. Yes?—A. It appears to be about a thousand more than I at that time thought it was.

The CHAIRMAN: Oh yes, and they were investigated during what period?

The WITNESS: That would be during 1937. I thought the figure was 14,900 odd but it appears now to have been 15,387.

*By the Chairman:*

Q. Now, turn to page 1331?—A. Yes.

Q. I will ask you some general questions. I understand that your work is divided into three divisions; first, compensation or wage levels; second, classifications, or the investigators fitting the employees into their proper service grade; and third, organization, or drawing up plans for departmental units.—A. Yes.

Q. Then, do you make any separation of these or does it all work together?—A. Well, the classification of positions and compensation are all parts of the unit survey, because sometimes we find cases where we have to

create new classes and do that kind of thing; and, incidentally, in doing unit surveys there are times when we have suggested to the department that changes in organization be made; so the three more or less work along side by side.

Q. Yes. Then the investigators deal with all three phases of it?—A. Some of the investigators do. I would not say that the junior investigators have done very much work in connection with the organization end of it.

Q. Do you not think there would be more uniformity if you had some men looking after compensation, others looking after investigations, and others looking after organization; in order that there should be a certain similarity between each of these things in the department?—A. I do not see how you could divorce classification of salaries from the classification of positions; but I do think that perhaps there could be a division made as to these investigators on major cases of organization. The investigation of positions and classifications are so closely related that I do not see how they could be separated.

Q. Therefore you put one, compensation; two, classification—they are together; and you consider that organization is rather a different matter?—A. I would consider that not all of the investigators who can do good investigation as far as classification is concerned could do as good work in organization work.

Q. For one man to handle several departments would load him up with too much work; on the other hand there could not be uniformity with these men so much taken up by their departments that they could not see what was going on in other departments?—A. I think, Mr. Chairman,—I know that is one of the reasons—I have sometimes given special jobs to special investigators outside of their own departments simply because I thought they could naturally do better.

Q. I know, it is a difficult matter. But I know also that you do not understand perfectly what is going on in this respect. On this memorandum I say: I have received the summary of re-classification and thank you for it. I do not want to be always critical, but I cannot help feeling that if your own branch was well organized, this information would be completely up to date, so that it could be obtained in a few minutes or hours at the most instead of the many days it actually took your branch to prepare it. Surely, a ready report of your activities in such an important work as organization is essential. To that may I add this; that at times I ask for information—and it is the same thing in the house—from the departments, and that information should be on the desk of the deputy minister or on the desk of certain officials. It is important to have a review of the service made to the organization branch.

There is another thing which the summary shows and that is in the report of surveys on hand shown on page 1331 in connection with the Post Office Department. The rating appears to be one of Mr. Jackson's. Many of the surveys supplied to us go back as far as 1937. In the first case on the list the date is April 21st, 1937, well over a year ago. There seems to me to be bad management there.—A. No, it is not bad management; it is lack of staff.

Q. It looks as though Mr. Jackson was not doing such good work, in spite of the nice things you said about him.—A. I would say he has too much work, but he certainly is efficient.

Q. There is something wrong there if you have too much work for one man. I knew you would answer that way. I am inclined to think that it is different. I am inclined to think it is too much work and I would suggest to you that Mr. Jackson be told to clear up the 1937 cases and let someone else start in on the 1938 cases and bring them up to date without waiting for Mr. Jackson to get through with his last year's work. Now, I will give you a copy of this.—A. We quite appreciate, Mr. Chairman, that some of the staff

[Mr. C. V. Putman.]



of the organization branch have been over-worked, and I have been trying for some months to get additional assistance, and I think that within a very short time now we will be able to clear this matter up. But I do not think we ought to be blamed for the situation about which you complain. We have, as you say, had 15,000 positions which we disposed of within the last year and I think that is pretty good progress.

Q. In going over the responsibilities of the investigators I am inclined to think that you should have higher paid men and that juniors should not be brought in at small salaries like what are paid now. I am referring especially to the Lochnan case. I find it unreasonable to pay \$720 a year to a young B.A. I would stop the practice of taking on juniors and expecting them to go around re-grading such important services. If there are men on your staff not worthy of the salary then they are not worthy of being investigators.—A. Lochnan is not an investigator, he is simply a clerk grade 1 doing clerical work.

Q. I speak of other men. I think the investigator's job is a most important one and that type of man should be well paid, and they should be required to do good work.—A. I agree with you.

*By Mr. Hartigan:*

Q. Just in relation to this question, you take the age of the investigating staff, can you expect them to have any outside practical experience when they join your staff at such a junior age?—A. Well, I would be very glad if somebody could tell me where I could get for the commission young men who have had experience of this kind. We just can't find them.

Q. Have you a chartered accountant on your staff?—A. No, I have not a chartered accountant on my staff.

Q. No. Well now, can you just imagine an important institution like the Civil Service Commission investigating the whole of the service in Canada—you have not a chartered accountant on your staff?—A. No. We have not.

Q. Have you a cost accountant on your staff; you have, haven't you?—A. We have a man who has had very considerable experience.

Q. But you have a cost accountant?—A. No, we have not.

Q. I say that is a ridiculous situation. Just consider that from the standpoint of the number of people controlled and dealt with. Look at your executive equipment from the standpoint of good business practice. How does it compare with some of these big corporations like Dominion Steel, the C.P.R., the C.N.R. or any big organization of that kind? How would you consider that your executive staff would compare numerically to your labouring staff in such a case?—A. Very much higher I should say.

Mr. HARTIGAN: Yes; and still with all that you are coming here and asking for more help, a lot more help; to build your staff very much higher. A moment ago I referred to the Dominion Steel Company, one of the largest concerns in the whole of the Dominion of Canada, second only to the C.N.R.; they can give you every detail you ask them about their work. I could call from here right now, I could call the head office in Montreal and immediately get any detail about personnel or expense accounts or anything else and have it in 10 minutes; I could get that over the telephone from right here. But you, with your equipment and staff who are supposed to be particularly able—and I will grant that you are—I have no knock that way—I am only speaking from the standpoint of the layman, I am speaking of it as it appears to the average citizen of Canada. I say that this thing should not be permitted to go on, it is wrong that you should not have a chartered accountant on your staff, for instance—good gracious, certainly you could get them; there are many good chartered accountants available in the Dominion of Canada.

The CHAIRMAN: Not only that, Mr. Hartigan, but I have noticed it also that Mr. Whitfield was appointed to the organization branch when he would

have been of real use in the examination branch. He has no particular qualifications that suit him for the organization branch, but he has qualifications which should make him very useful in the examination branch.

Mr. HARTIGAN: Just a minute, Mr. Chairman; how many men have you on your staff; what is your overhead as to executive staff? How many hours do they work?

Mr. CLEAVER: Are you referring just to the organization branch now?

Mr. HARTIGAN: I am referring to the organization's executive.

Mr. CLEAVER: You can hardly make a fair comparison when you compare the civil service with the executives of these large organizations because our Civil Service Commission is essentially an examining board and they would not function in the same way that the members of an executive of a large corporation would. A large corporation wouldn't hold examinations or appoint an examining board just to fill a position such as caretaker or some small job of that kind.

Mr. HARTIGAN: They are an examining branch.

Mr. CLEAVER: I would say, if you want to make a fair comparison, numerically, that you should simply take the organization branch of the Civil Service Commission and compare it numerically with a company.

Mr. HARTIGAN: That would be a ridiculous comparison. I am sure of it. I know what I am talking about.

Mr. TOMLINSON: What about salaries?

Mr. HARTIGAN: Never mind about salaries now. We haven't time to go into that. Just let me ask him this question.

*By Mr. Hartigan:*

Q. Who checks time in the civil service?—A. There are time books kept in each department in which arrival and time of departure are recorded.

Q. In all of the departments?—A. Yes.

Q. Is everybody in the civil service required to register his attendance?—A. Well, in the case of heads of branches and certain designated administrative officers an exemption from registration of attendance is accorded.

The CHAIRMAN: Now, gentlemen, if you will permit me, I think I will be through with Mr. Putman in about twenty minutes. Now, in order to save time as it is a long story I will just show you this file, Mr. Putman. It is about a man in the Finance Department and I show you copies of it. I have only a few copies available and I will give them to the committee. You drafted that, Mr. Putman, didn't you?

The WITNESS: I drafted what?

*By the Chairman:*

Q. I don't want the name of the individual mentioned, because it would provoke a long discussion?—A. I do not know what particular document it is that you want me to identify.

Q. That relates to a promotion, doesn't it?—A. Yes.

Q. Who drafted that notice?—A. That came from the department.

Q. That came from the department?—A. Yes, that came from the department.

Q. And the individual concerned is a high official?—A. Yes.

Q. The request came from the deputy head?—A. Yes.

Q. And he mentioned as the qualifications 27 years—mark you, 27 years of service in the department. The exact number of years that that man had, 27 years; and consequently the position that that man held at the time. They called for a promotion afterwards in those terms. I find that most unjust. Had they said 25 years it would have seemed reasonable. Had they said 30 years

[Mr. C. V. Putman.]

even it would have been acceptable. But to say precisely 27 years, and the very position that that man occupied—and he was the only one who occupied that position; isn't that so?—A. Yes.

Mr. TOMLINSON: This is just another case.

The CHAIRMAN: No, no; I don't want long discussions. I am trying to make progress. I tell you what it is, it is straight boldness on the part of the deputy minister in that case.

Mr. BROOKS: Did they use the name, and say that it should be so-and-so?

The CHAIRMAN: No, no. He could have a moustache or wear certain clothes, or have a mark on the cheek or a description like that; but the exact time in the service and the position that he was then occupying. Thank you, Mr. Putman.

Mr. CLEAVER: Do you not think that the Act should be amended so that the deputy minister who requires a specially qualified man might nominate a technical man?

The CHAIRMAN: No, it was up to the commission to refuse to advertise a position on those lines.

Mr. CLEAVER: I do not think the deputy minister should be placed in a position where he has to adopt what might be termed subterfuge of this kind in order to get the right man appointed to the right place.

The CHAIRMAN: No, but—

Mr. TOMLINSON: You would be making the Civil Service Commission absolutely no use at all eventually.

The CHAIRMAN: There should have been a strong submission made by the organization branch of the board; the board should have asked for other qualifications.

Mr. GOLDING: The commissioners told us that they could exempt positions of that kind.

Mr. CLEAVER: What is the position?

*By the Chairman:*

Q. Mr. Putman, according to this statement there were 239 re-classifications qualified; 176 downward, 18 deferred and 1 upward?—A. Yes.

Q. I would like particularly to know if any of the higher salaried men were graded downward, or was it only with the lower grades that such work was done?—A. Mr. Chairman, without reference to my documents I could not tell you definitely; but I do know of cases even high grade positions have been graded downward.

Q. Well then, what is the highest salary position to which you refer? From what figure?—A. I will have to think of a particular case.

Q. In fact it was mostly with the lower grades?—A. I know of one case where a chief clerkship was lowered to a head clerkship. We thought that the position of chief clerk was too high for the duties that were being performed.

Q. But that is below \$2,000?—A. No, that would be a maximum of \$3,720, lowered to a maximum of \$3,000.

Q. But how about those positions over \$4,000? Were any of those positions graded downwards?—A. Off hand I do not remember of any. I would not say that there had been.

Q. It struck me, and I wondered if that were the case, and if so what was the reason. It would appear as though the lower grade employees were being made the goats. I have had a number of cases of that kind brought to my attention and I just wanted to find out if there was anything objectionable in connection with them. I am going to ask the same question to each of the commissioners; it is about favouritism. If there is something wrong will you



please tell us what you know? We cannot deal with it unless we have definite information on which to act?—A. I can only say this, that in any case where an investigator finds that a position is definitely over-classified it is his duty to report on that.

Q. Yes?—A. And at times the department withstand that action as much as they possibly can.

*By Mr. Tomlinson:*

Q. Well, now, is this particular case before us which was just referred to? Why should you exempt positions of that kind from advertising?—A. I do not think it was advertised.

Q. It was not advertised at all?—A. I do not think it was advertised at all, I think it was on the straight recommendation of the department, because of their saying that there was no other person qualified available.

Q. No other person qualified?—A. Yes.

*By Mr. Glen:*

Q. When you come into the higher service where very technical and expert knowledge is required have you any opinion as to why such positions should not be left in the hands of the department, in the hands of the deputy minister for the appointment of those men who are peculiarly qualified for the particular work that they want—in other words, do you not think that appointments of this type should be excluded from the operations of the Civil Service Act?—A. I think the Civil Service Commission is just as competent to appoint a deputy minister as it is to appoint a clerk grade 1, and I do not know of any reason why there should be any special exemptions, other than in a case where it is perfectly apparent that there is only one man qualified for the work, and in such an event I think such a position should be exempt from the operation of the Civil Service Act.

Mr. TOMLINSON: Absolutely.

*By Mr. Glen:*

Q. Where they are satisfied that a particular job can be filled by only one man with those particular qualifications they should make the promotion or appointment without public notice at all? You say they can do that now?—A. Without public notice at all, where the commission are satisfied that there would not be a competition.

Mr. GLEN: I agree with that.

The CHAIRMAN: In the case I have mentioned the promotion was to a position paying \$7,500 a year, which is a pretty nice sum.

Mr. HARTIGAN: From the evidence we have heard that is a pretty broad statement, that the commission are competent to appoint deputy ministers. In any of the cases that have come to our attention here there seems to have been a good deal of objection to the kind of work they do.

*By Mr. Tomlinson:*

Q. The deputy ministers are not appointed by the commission are they?—A. No, they are appointed by the government.

Mr. HARTIGAN: You said that the commission was competent to appoint them.

*By Mr. Glen:*

Q. Are you in a position to estimate the value of any man within the department?—A. We have information about every man in the civil service of Canada, with the exception of deputy ministers and those exempt from the operations of the Civil Service Act.

[Mr. C. V. Putman.]

Q. All right. On the information that is before you, without naming any names, have you knowledge of that gentleman's qualifications to fill the position?—A. We would not have knowledge of his qualifications. What we would have was knowledge of his job, his work.

Q. That is the main thing. That is his qualification. If he is competent to fill the job, and peculiarly competent to fill the job, you would say that is a matter for the commission?—A. Yes.

Q. You are satisfied with that, that they can make the appointment?—A. Yes.

The CHAIRMAN: If you will kindly give me a chance, gentlemen, I will be through in a few minutes.

*By the Chairman:*

Q. Mr. Beauchesne, the Clerk of the House, said that you made a reclassification of 90 employees in two hours. Is that a fact?—A. I worked many, many hours on the classification of the House of Commons in 1927, I think reference to the file would show that I must have, from the amount of material that I gathered.

Q. Is it true that Mr. Jackson in the Toronto post office reclassified two thousand men or women in four and a half hours?—A. I would not think so.

Q. No. But is it not a fact that that is—A. It would be an impossibility.

Q. Well, I find it so.—A. Yes.

The CHAIRMAN: Mr. Cleaver, will you please ask your questions, and afterwards I will ask mine; because I want to finish this afternoon.

Mr. CLEAVER: Yes. I just have a question. I must ask your pardon for interrupting you. But I have a question in regard to the last matter that we were discussing.

The CHAIRMAN: Yes?

Mr. CLEAVER: I see that under date of February 12, 1937, Dr. Clark, the deputy minister, quite frankly—

The CHAIRMAN: Please mention no names, because discussion will follow and some members will ask that they should come to justify themselves.

Mr. CLEAVER: No. The suggestion has been thrown out that subterfuge was used in connection with that appointment, and I see that the deputy minister was quite frank in writing the commission under date of February 12:—

I am instructed by the minister to ask the commission to proceed immediately with an appointment to the position of assistant deputy minister of this department. At the same time, I wish to certify that in our opinion Mr. W. C. Ronson is the best qualified officer in the department for this position, and we recommend that he be promoted thereto.

I think that is perfectly frank; and I do not know of a more important position in the service than the position to which this man was to be appointed.

Mr. BOULANGER: What about the merit system?

Mr. BROOKS: That is frank enough, but what about the merit system?

The CHAIRMAN: He is appointed by a vote.

Mr. TOMLINSON: That is a position which should be exempted.

*By Mr. Tomlinson:*

Q. That was a position which really should have been exempted?—A. It was not necessary. It was a question of promotion; and if the department said there was nobody else qualified for promotion, and the commission was satisfied that the statement of the department was right, it would not be advertised.

*By Mr. Glen:*

Q. All right; in the advertisement, did you follow your usual wont in doing that? Is it your recommendation that in these particular positions, they should be exempted so long as the civil service are satisfied with the qualities of the man that should be appointed?—A. Yes.

Q. That is your opinion?—A. Yes.

The CHAIRMAN: Will you please ask your questions, gentlemen? Then I will ask mine afterwards.

Mr. GLEN: That is my last question.

Mr. TOMLINSON: Go ahead.

*By the Chairman:*

Q. Now, Mr. Putman, does not the number of staff under one employee count for promotion and reclassification as well?—A. To a certain extent it counts for reclassification, yes.

Q. Is that not an encouragement to recommend an increase in staff?—A. I hardly know how to answer that question because of the fact that in my own experience I have not found very many cases where people wanted more staff than was necessary to carry on the work. I must say that I do not think that, in twenty years, I know of more than one or two cases where, in reclassification work, I have found undue stress being put on numbers of staff.

Q. Well, for instance if a man has one or two stenographers and works like a slave, he has less chance for promotion than if he takes it easy with a staff of five?—A. Well, I would not say that, Mr. Chairman.

Q. Is there any uniformity in the organization branch's work?—A. Yes.

Q. How can there be uniformity when men are assigned to different departments?—A. Well, that is the job that the chief of the organization branch and the assistant chief of the organization branch are continually at, reviewing reports and seeing that things which are recommended by one investigator in one department are parallel in another department; that is, we try to keep the thing straight, and that is the job that we are trying to do.

Q. Now, I will read you something about the Welland ship canal, conditions of work at Niagara Falls, Canada.

Power house staff worked from November 4, 1932, to February 9, 1935, without a break, not one day off, seven days a week, for twenty-seven months or 838 days or 6,624 hours.

Power house staff worked from February 10, 1935, to date—six days a week—32 months, 874 days, 6,996 hours.

The above totals 59 months or 1,712 days or 13,620 hours, with still no statutory holiday or no vacation.

Power house staffs are paid by the month as permanent employees; yet if they are sick, even for a few hours, half a day, they are docked. Other monthly men, in head office for instance, are not.

Head office work  $5\frac{1}{2}$  days a week, have all statutory holidays, sick leave, annual vacation with pay, and superannuation privileges.

The following is a comparison of hours worked by head office and power house. I will put it on record, if you do not mind, and I will ask you to make a check of that when it is printed in the report.—A. I will. Of course, that is a departmental matter more than it is a Civil Service Commission matter.

Q. Is it?—A. Yes.

Q. Then I ask you for a report.—A. Yes. It is a departmental matter, the question of hours of work.

Q. If it is a departmental matter, I will send your letter with the report to the department.—A. All right.

[Mr. C. V. Putman.]



The following is a comparison of hours worked by (head office) and (power house):—

	Power House	Head Office	Difference
1932. . . . .	57 days	35½ days	21½ days
	456 hours	249 hours	207 hours
1933. . . . .	365 days	259½ days	105½ days
	2,920 hours	1,817 hours	1,103 hours
1934. . . . .	365 days	259½ days	105½ days
	2,920 hours	1,817 hours	1,103 hours
1935. . . . .	317 days	259½ days	57½ days
	2,536 hours	1,817 hours	679 hours
1936. . . . .	312 days	257½ days	52½ days
	2,996 hours	1,817 hours	679 hours
1937. . . . .	312 days	259½ days	52½ days
	2,496 hours	1,817 hours	679 hours
Total. . . . .	1,728 days	1,333 days	395 days
	13,824 hours	9,334 hours	4,490 hours

Power House Staff have worked over (one year) more than Head Office since 1932.

NOTE: Discrimination between Head Office Staff and Field Staff.

*By Mr. McNiven:*

Q. Is the annual leave also a matter of departmental regulation?—

A. Annual leave of permanent civil servants is provided for in the Civil Service Act.

Q. That is, in regard to such men as they refer to there?—A. I would have to look that up. I will have to make reference to the information which the chairman supplies.

*By the Chairman:*

Q. Out of 2,500 classifications of positions, there is no classification for a clerk of records?—A. I would not say. I think in the House of Commons there is a clerk of records.

Q. Yes, but not classified as such.—A. No, I do not think there is. Most of the heads of the record divisions are classified either as chief clerks, head clerks, principal clerks or one of the lower grades, depending upon the size of the record.

Q. Yes; in the Civil Service Commission there is Mr. Brown at \$3,000 a year.—A. Who is a head clerk.

Q. Who is a head clerk but not a clerk of records, although he is a clerk of records. Mr. Jackson was appointed in 1929 as investigator, grade 1?—A. Yes.

Q. He was reclassified twice afterwards. How is it that Mr. Trebble tried the grade 2 examination and was taken on as grade 1, while Mr. Whitfield, the former headmaster of Ashbury College, tried grade 2 and was taken on as such. In one case Mr. Trebble tried grade 2?—A. Yes.

Q. And apparently was successful, because he was taken in?—A. Yes.

Q. And he was taken on as grade 1, while Mr. Whitfield tried grade 2 and was taken on as such?—A. That is true.

Q. Why are you taking on new grade 2's instead of training your own men? Do you intend making grade 2 permanent?—A. I hope so, yes—if they work out well. These men are on trial.

Q. Yes, but you did not explain why Mr. Trebble was put down to grade 1 and while the other went to grade 2, originally?—A. I would have to look that up. I am not quite sure as to the reason now.

Q. Well, I have some information about that. Then I have something else. According to the estimates for the fiscal year 1937-1938, 198 permanent employees of the Civil Service Commission receive \$225,000 odd. Of that number 41 receive \$115 and less per month.

Mr. HARTIGAN: How many? Of that number, how many?

The CHAIRMAN: Of that number, 41 receive \$115 and less per month; that is 67 per cent of the employees.

Mr. HARTIGAN: Was that 41 a percentage or an actual number?

The CHAIRMAN: No; 41 is the number of employees.

Mr. HARTIGAN: Oh, yes.

The CHAIRMAN: That is more than 67 per cent. I will pass over the chart to you. It is pretty long. It is 67 per cent. In the first place, 41 is the number of people and 67 per cent is the percentage of employees of the Civil Service Commission who receive a salary which is more than \$115 per month.

The WITNESS: I have not worked that out that way. I presume that possibly is right.

The CHAIRMAN: Then in the Department of Finance—

Mr. HARTIGAN: You have no chartered accountants. That is what you need, Mr. Putman.

*By the Chairman:*

Q. And in the Department of Finance not even approximately 40 per cent receive more than \$115 per month. I made the check with great care. It took a long time.—A. The average salary in the Civil Service Commission, excluding salary of Civil Service Commissioners, for the fiscal year 1937-38 is \$1,764; and for 1938-39 it is \$1,660 per annum.

Q. Yes. You have many temporaries, of course.—A. Yes. Those are permanents that I am quoting.

Q. Yes. The temporaries have lower salaries?—A. The temporaries, yes.

Q. Which reduces the average of all the C.S.C.?—A. That is perfectly true, yes.

Q. Therefore, if you take the permanents only, the average rises?—A. That is right.

*By Mr. MacInnis:*

Q. What did you quote there?—A. The permanents only.

Q. The permanents only?—A. Yes.

*By the Chairman:*

Q. And amongst the permanents, the proportion in the Civil Service Commission is 67 per cent who receive \$115 per month, and in the Department of Finance, it is 40 per cent.—A. Mr. Chairman, I do not know—but from my figures from the Department of Finance, they are entirely different from that. In the Department of Finance, my figure for the whole of the Department of Finance is that in 1937-38 the average salary was \$1,875 for permanent employees and the estimate for 1938-39 is \$1,845.

Q. Yes, and there is a practice, I understand, which has been established for some time, of reclassifying as grade 1 only nearly all vacancies that are in the clerical and stenographic services?—A. All positions or rather all employees that have been taken for the clerical and stenographic positions, have been taken in as grade 1; that is true.

Q. Yes; and, therefore, it seems unfair especially when the department asks for competent employees who are bilingual?—A. Well—

Q. Now, I would like to know if by virtue of their office it is possible for Mr. Sellers, Mr. Clark and Mr. Ronson to turn down a requisition from the Civil Service Commission before such requisition actually reaches the Treasury Board?—A. Well, now, what kind of requisition do you mean?

Q. I mean that I want to know if they can turn down a requisition or memorandum that comes from the commission before it reaches the Treasury Board?—A. In connection with staff?

Q. In connection with staff.—A. I would not think so.

Q. Then it will be left for next year. Now, Mr. Putman, do you know that the Griffenhagens or the Arthur Young Company were dismissed? They were

[Mr. C. V. Putman.]

working for the American government, and they were dismissed in 1920?—  
A. Were dismissed?

Q. They were dismissed from the government, the American government; the government employed them in the first place.—A. I had no knowledge of that, because they were working for the Canadian government at that time.

Q. Yes, they were working for the Canadian government; but they came here after they had been dismissed. No, they came here before. But they were dismissed in the first place by the American government, and then they came here?—A. I did not know.

Mr. MACINNIS: What do you mean by the word “dismissed”?

The CHAIRMAN: Discharged.

Mr. MACINNIS: Their work was discontinued.

The CHAIRMAN: Exactly. You have a better command of English than I have.

Mr. MACINNIS: Not at all. But the word “dismissed” has a certain connotation that possibly you do not intend. I was not sure, and I wanted to know what you actually meant.

The CHAIRMAN: Yes. What I have in mind is that the American government employed them in the first place; and then dispensed with their services.

Mr. MACINNIS: Without having any reason why? Was their work finished?

The CHAIRMAN: Just to change the work that they had done.

The WITNESS: I do not think so, Mr. Chairman; because they completed a very fine—a very extensive work in connection with classification there; and I have the volume in my office.

*By the Chairman:*

Q. But as the American government adopted a simple classification of seven services, with four to six grades in each, prepared by government commission with employee representation, and as also the British government has a very simple classification—we know all about it—therefore the Canadian government should adopt a simple one also, dividing the civil service into about six services such as clerical, executive, engineering, scientific and postal, and so on, with about three to seven grades in each. This would be a classification that the members of parliament, the Civil Service Commission, the civil service and the public at large could understand. The present one nobody understands, not even the organization branch of the commission. But it leads to extravagance, as the chiefs try to put employees in high classes or create new classes with high salaries such as national resources, investigators, survey engineers, etc. What do you think of that report?—A. It will take me about two hours, Mr. Chairman, to answer that question that you have asked. I can make a reply to it. But I will just say this, that in the American classification they have 68 or 69 salary ranges, but they have over 5,000 classes. This is salary range; this is purely salary classification. In the British service they have thousands of classes with various salaries, because they take in all their workshops, all their arsenals and all that sort of thing. It is the clerical and administrative positions that have the simplified classification.

Q. Yes?—A. But I know that you do not want me to get into an extensive explanation of this.

Q. No.—A. I would like to do it sometime, though, because you say that our classification is hard to understand. Well, it is not hard to understand, if I could get an opportunity to explain it.

Q. Will you look at the list of staff of the opium and narcotic division of the National Health branch?—A. Yes.



Q. You will see there the chief, narcotic division; assistant chief, narcotic division; travelling auditors, principal clerk, three clerks, eleven stenographers and three typists?—A. Yes.

Q. Do you know also that that branch works mostly for the League of Nations?—A. Well—

Q. Here I have the report of the "Convention of 1936 for the Suppression of Illicit Traffic in Dangerous Drugs, Protocol of Signature and Final Act." Here is the signature of Colonel Sharman for Canada, and I know that he is still there this year. He is the commission traveller learned in opium and narcotics. Do you think that branch is really useful?—A. I beg your pardon?

Q. Do you think that branch is really useful?—A. From any investigation we have made, we felt that he was doing remarkably good work; and the department so states.

Q. How could eleven stenographers work for one chemist and one man who is not a chemist, but who is a former policeman? Now, I will go quickly. Will you please read the report, the return of the House of Commons, original return number 197 of April 23, 1936, and tell me if the lay-offs of the Department of the Interior, who are engineers, were informed by the commission that there was a vacancy on the Rideau canal which was filled by someone else, Mr. Ogilvie? The question is there. I marked it with pencil, Mr. Putman. The return comes from the Civil Service Commission?—A. Yes, I see that.

*By the Chairman:*

Q. I asked for it myself. If you do not mind, gentlemen, I will read it. It will not be long. It will take just a minute. It is as follows:—

1. How many former permanent employees of the Department of the Interior are on the eligible list of the Civil Service Commission and might be considered to be engineers not now employed?

The answer to that is: "63; 35 in Ottawa, one in Nova Scotia and so on.

2. How many of them are hydraulic, water power hydrometric and hydrometric engineers, or assistant or junior engineers, who they are and their age, superannuation allowance and former salary?

There are eleven of them, one of them in Ottawa and the others were in the west—Winnipeg, Calgary, Vancouver.

3. Whether they all were notified of the vacancy as junior engineer on the construction of the Hog's Back Dam.

The answer is, "No, not by the Civil Service Commission." I will not insist any more about that, but there are two kinds of employees who enjoy a preference under this act, and they are the returned men and the lay-offs. And in this case a chance was given to Mr. Ogilvie, who was not one of those lay-offs, and he was appointed in spite of what has been decided in that regard.

*By the Chairman:*

Q. Now, let us see the file of Mr. Callum James McLeod of Fort Francis?—A. Yes.

Q. Was he employed or appointed immigration officer last year without examination? I would like to know that. I will leave you that file, and I will ask you to kindly drop me a line to-morrow. You may take that file with you. What I want to know is if that man was appointed last year as immigration officer without examination, and again this year, because he worked last year.—A. I will have to look that up, Mr. Chairman.

Q. Yes. I am not in a hurry for an answer.—A. All right.

Q. If you will be kind enough to drop me a line to-morrow in that regard, it will be all right. I have another case, a fine case; it is the case

[Mr. C. V. Putman.]

of Mr. Ryan of the dominion marketing service, Department of Agriculture. The file is not absolutely complete, because it goes to April only. Mr. Ryan has just received a promotion from clerk, grade 4, to assistant editor and is also the manager of broadcasting station CKCO, Ottawa. Why is Mr. Ryan allowed to hold those two positions, which is against the regulations, and with the knowledge of the departmental officials? He is shown as manager of the broadcasting station CKCO, and he has been promoted from grade 4 to assistant editor, and the file is not complete. Will you please let me have something about that to-morrow, and I will show it to the members later?—A. I will.

Q. Now for my last question. Members of the committee were surprised when I spoke, using a certain expression. However, it is not mine. It is an expression that Mr. Putman has used in the file. Will you please read that, Mr. Putman, and explain to the committee what you mean by "a mess"? It is in a file of Norman Bruce Lyon, appointed secretary of the Board of Railway Commissioners. It is right there.—A. I know.

Q. Will you please read, in the first place, what is in your own handwriting and what is in Mr. Foran's handwriting? Moreover, it does not bear a date, does it?—A. No, it does not bear a date.

Q. No; and it has been written on by both you and Mr. Foran in your own handwritings?—A. That is right. Offhand I cannot tell you what it was all about. It was something that happened in 1929, and I would have to review this file and other files.

Q. Yes. But I will help you. Will you please read it in the first place?—A. I addressed a memorandum to Mr. Foran, "What a mess this is."

Q. Yes?—A. And Mr. Foran's instructions to me were, "Go right ahead and make such report as you consider conditions warrant."

Q. Will you please look at the paper back of it, and tell us what was the date of the piece of paper that is back of it?—A. There is—

Q. What is the date of it?—A. There is no date on it.

Q. There is no date again?—A. No.

Q. Please go until you find a date—the last date backwards?—A. Well, there is a postcard here with May 18th, 1929, on it.

Q. All right. Please turn to the pages on the other side, and mention the first date of your first report after May—what year?—A. June 4th, 1930.

Q. June 4th, 1930?—A. That is right.

Q. Please mention the first date of your report afterwards?—A. Well, Mr. Chairman, I think likely there is an explanation that can be made of this, in that when a man goes from one job to another, as this man did, the files are broken; and the information which my memorandum had to do with is not on this file at all.

Q. Well, well, well. Oh, oh, oh. Therefore, something has been taken off the file?—A. No. When a man goes from one job to another job, the papers from his former position are placed on the new file; that is, that man was promoted from one job to another job.

Q. Well, here is his file complete until March 6th.—A. That would be all.

Q. 1936?—A. Yes, that is perfectly true.

Q. Yes. I will do the work for you.—A. Well—

Q. Yes. I mentioned the date of the first paper that came afterwards.—

A. I cannot remember what happened in that particular case.

Q. Do not tell me that.—A. That was nine years ago.

Q. Do not tell me that you do not remember.—A. I do not remember.

The CHAIRMAN: If everything is so good in the Civil Service Commission I am surprised that every time there is a mistake it must be an exceptional occasion for which you have an explanation always ready.

The WITNESS: Mr. Chairman, I tell you I do not remember.

Mr. GREEN: If they are on a separate file they should be produced.

The CHAIRMAN: I will tell you one thing, it is that hundreds of files have come here parts missing, and they will only be returned to the commission when they are completed. There can be no excuse for any part of any file not being here. If there is something missing there is no excuse for it because we asked in each case to have the whole file supplied.

Mr. SPENCE: There is always an excuse when a mistake has been made, Mr. Chairman.

The CHAIRMAN: I know that, Mr. Spence, you shall not be surprised if I use the word "mess" myself, because it was used a long time before me by Mr. Putman himself with regard to a file with respect to which the department has very little to do. You know that, Mr. Putman.

The WITNESS: I tell you, I do not remember the circumstances.

The CHAIRMAN: You suffer from amnesia at the moment. There is a report from Mr. Nelson on the file, and the first report is from Mr. Putman. That is five years afterwards, June 19, 1935, after a lapse of five years, from 1930. Mr. Putman at that time said to Mr. Foran that it was a mess, and Mr. Foran asked Mr. Putman to do something and Mr. Putman remembers nothing of that; and as a matter of fact there was a special increase, in only one case, but it was for \$1,080. And here is the report from Mr. Putman.

Mr. McNIVEN: Where would the rest of the file be?

The WITNESS: If there was a new appointment the papers would be on file of the position that this man went to.

Mr. TOMLINSON: This file should have been complete.

The CHAIRMAN: I will tell you what I did. I told the clerk, Mr. Doyle here, that every file which was supplied by the commission must be complete. I made that request particularly in connection with the Bergeron file, and in the Lyon case. Mr. Doyle tells me that he made that request to the commission, so Mr. Putman cannot say that he did not know that we wanted the whole file. He should be able to tell us why it was not supplied.

*By the Chairman:*

Q. You say you do not know what the memorandum refers to?—A. I do not know what that memorandum refers to, no.

Q. Do you think it refers to that file?—A. I do not know.

Mr. GREEN: Mr. Chairman, just a minute. I know you do not want to be unfair. You did not let Mr. Putman look through the file and I think that you should now.

The CHAIRMAN: That was because he said he could not—will you please pass the file over to him.

Mr. GREEN: Let him look through the file, and let him produce any other files dealing with this matter, then we will have the whole thing.

Mr. McNIVEN: Could not Mr. Putman tell us what was in the other file?

The CHAIRMAN: No, no; that file cannot go back to the commission without being completed.

Mr. O'NEILL: It is rather strange to me that there should not be some record of the connection. If certain papers were transferred to another file it seems to me there should be some record of it on the file to show where the documents were referred to, or where the record on this man continues.

The CHAIRMAN: We asked them to give us the complete file.

Mr. O'NEILL: If there is anything more it should be on this file, or there should be something on this file which would indicate where the other material was transferred.

[Mr. C. V. Putman.]



The CHAIRMAN: There is nothing of that kind.

Mr. GREEN: Mr. Putman should know where the rest of the file is.

The CHAIRMAN: I will pass the file over to you if you wish, Mr. Green.

Mr. GREEN: No, I don't want it.

The WITNESS: I must say that I cannot tell from this file what that had reference to.

*By Mr Cleaver:*

Q. Would you get the other file involved and look it up for us; there is no use wasting time?—A. I think probably I could find out what it was about, but I do not remember now.

*By the Chairman:*

Q. Is there anybody who could inform us as to that?—A. I do not think there is any in a better position to do that than myself. I put the notation on the file and I ought to be able to find out why I did it.

Q. The writing is yours, isn't it?—A. Yes, yes; I do not deny it.

Q. And it is your own handwriting?—A. Perfectly true, but I don't remember the circumstances in connection with it.

Q. You know Lyon, on the Railway board?—A. Of course I do; that is the reason, if there had been any particular significance to it I feel that I should have remembered it.

The CHAIRMAN: If I were in your place I would be most indignant to see that my report was not there.

Mr. SPENCE: Probably he is a little embarrassed just now.

The CHAIRMAN: Not embarrassed, indignant.

Mr. GLEN: What is the use of wasting any more time on this?

Mr. SPENCE: Are you through with Mr. Putman now?

The CHAIRMAN: I am through with him.

Mr. SPENCE: Is the chairman of the commission to be here this afternoon?

The CHAIRMAN: If he wishes to come. I have one question to ask each of the commissioners.

Mr. SPENCE: I had one question that I wished to take up with him.

The CHAIRMAN: All right.

Mr. BOULANGER: While the other witness is coming to the stand may I have your permission to repair an omission which I made when making my statement with respect to the Sherbrooke cases? I should have mentioned that in connection with the appointment of the excise and customs collector at Sherbrooke Mr. Potvin dissented from the decision of the two other commissioners.

The CHAIRMAN: Thank you, Mr. Putman.

Witness retired.

The CHAIRMAN: Mr. Boulanger, I wish to thank you for the excellent summary that you have made of these two cases. May I tell you gentlemen, that I did not have time myself to go through these files and I asked Mr. Boulanger to do that for me, and he has done it exceptionally well, much better than I could have done it myself.

Mr. BOULANGER: It was a pleasure to be of any assistance to you, Mr. Chairman.

The CHAIRMAN: Shall we hear Mr. Potvin now?

Mr. SPENCE: I was asking if the commissioners were coming up again?

The CHAIRMAN: Yes, what did you have in mind particularly?

MR. SPENCE: I would like very much to have Mr. Bland. And, may I say, that I do not want Mr. Boulanger or anyone else to think that I am making charges or that I am bringing this up as an indication of unfairness or discrimination against people who are bilingual; but after all we have got to consider ability and fitness. I am not saying that this is not perfectly all right, and I would not want the man I am going to speak about in any way to be deprived of his job. He has the qualifications. The only thought in my mind is that of being absolutely fair with my colleagues, I want to be just as fair as I possibly can. Now, you take this man Lennie who was chief inspector for the Customs Department and who at the present time is the collector of customs for the port of Toronto. Of course, a lot of our people thought that the man appointed to that position should not have come from Ottawa to Toronto. We had to quieten them down by telling them that this man was due for promotion and that he was well qualified and an excellent type of man for the job. I may say that now everybody is perfectly satisfied with the appointment, but it took quite a while to get things settled. There is another case which I could tell you about in the city of Toronto. However, I do not wish to make any more remarks, I wish to ask a question, and I hope that you will not think I am trying to make any trouble for the commission or for this committee, but I have something in my mind which I think should be cleared up. I want to ask the commissioners if any undue influence on the part of members was used on them in connection with a certain appointment. I am not suggesting that it was, and I have no right to think anything wrong, but I have heard the statement made, and if Mr. Bland is coming to the stand I would like to ask him a question or two about it.

The CHAIRMAN: Mr. Bland, please.

C. H. BLAND, Chairman, The Civil Service Commission, recalled:

*By Mr. Spence:*

Q. I do not wish to create any friction in the committee, or with my colleagues from Quebec or any other place, but I think this should be cleared up. How long have you been chairman of the Civil Service Commission, Mr. Bland?—A. Three years.

Q. Then you are the man I want. I have been given to understand, at least I have been told from a number of sources that a deputation waited upon your commission for the purpose of forwarding the interests of the clerk who acted as chief of the assignment branch. I do not say they insisted upon his appointment, but 20 members of parliament waited on you for the purpose of asking that the head of the assignment branch—what is his name?—A. Thevergie.

Q. They wanted to have him appointed associate chairman, or secretary, or assistant secretary—assistant to the secretary, to assist Mr. Foran. I wish to find out the facts. I do not wish to believe the story that I heard outside, I want to know the truth. It was said that a delegation of 20 members of the House of Commons went there for the purpose of using their influence, or to insist on this gentleman being made assistant secretary to Mr. Foran. That was two years ago. Were you there at that time?—A. Yes, sir.

Q. Do you remember the occasion?—A. I am very glad that you brought that point up.

The CHAIRMAN: Was I there at that time, Mr. Bland?

The WITNESS: Not to my recollection, sir.

MR. BOULANGER: Was I?

The WITNESS: No, I do not think so. I do not think there is anything terrible about that. I am glad Mr. Spence brought it up and I would like to make a statement about it. At this particular time a number of members of  
[Mr. C. H. Bland.]

Parliament, I do not remember the exact number, there may have been 20 or something around that, appeared before the commissioners, not as I recollect to request any particular appointment for any particular member of the staff, but to request that the commission take steps to see that the French people be given means whereby they could be dealt with in the French language if they wrote to the commission or if they appeared before the commission. In other words, that French facilities should be provided in connection with the secretarial work of the commission. That is what they asked and that is what was put into practice. We have subsequently appointed a French assistant secretary, and it happens that Mr. Thivierge was the officer appointed for the position.

*By Mr. Spence:*

Q. What was his name?—A. The man you mentioned, Thivierge. He was the officer selected by the commission because of his previous work, and he was placed in charge of correspondence with French individuals, and he handles the end of the work in which the French language is involved.

Q. Were there 20 members of the house who went to you at that time?—A. Well, I would say there were a number of members of the house. I do not know whether it was 20, or how many.

Q. Was it 20 or 21—I want to be fair.—A. I don't remember the exact number. I would not like you to think, or for members of this committee to think, that that was a deputation to influence the commission to do something unfair for an employee. It was a request.

Q. I did not say it was unfair. It was to present their case?—A. It was not to present the case for an individual.

Q. Do you think it was in any way unfair?—A. I do not see anything wrong about it. I think the request they made was fair and I agreed with it and we subsequently provided that accommodation for them.

Q. You thought their request was reasonable?—A. I thought it was fair.

*By Mr. Boulanger:*

Q. And you granted it?—A. Yes.

*By Mr. Brooks:*

Q. It was the principle they were after?—A. Yes, sir.

*By Mr. Spence:*

Q. We asked the commissioners here, and I think it was Mr. Stitt who said that he thought there were 15 or 20 members on that delegation. Then, I take it that the story that came to me was untrue, that they did not seek the appointment of any particular individual, that they did not mention any name in connection with the possible appointment?—A. I do not know what Mr. Stitt had in mind. I did not regard it as being unreasonable, or as being an attempt to use influence on behalf of any certain individual. I am glad you brought it up.

MR. SPENCE: Now, Mr. Chairman, at the request of this committee you made an investigation into the number of relatives of deputy ministers, assistant deputy ministers, and heads and chiefs of branches. How far have you gone with that, and what information on that is now available? I would like to know whether that information is going to be placed on the records of this committee. I know you have got lots of information, and it shows that in some cases quite a few have relatives in the service while in others they have absolutely no relatives in the service. What I want to know is, what is your intention with respect to the disposition of that information? Are you going to have it placed in the report, or are you going to keep that for your own private use?



The CHAIRMAN: It is up to the discretion of the committee, we will consider that when we are discussing our report.

Mr. SPENCE: I see.

The CHAIRMAN: I think we might possibly spend a few minutes on that. It will be available to any of the members who want it.

Mr. SPENCE: I know that, it has been handed to me and I looked it over. It does look as though in certain cases influence was used to get their friends jobs, while in other cases there is no evidence of that at all.

The CHAIRMAN: I do not know about that.

Mr. SPENCE: This man who as I understand it has been or is being made assistant to Mr. Foran has a number of relatives on the job. I know that in many cases there are no relatives in any of the departments of deputy ministers or chiefs of staff or anybody else. If that is to be in our report I think it would be well to have it right in the record of our proceedings rather than to sidetrack it, or have anyone say that you are keeping it to yourself. I know that is not your intention.

The CHAIRMAN: No, no. I will hand it to the clerk and anybody will be able to see it.

*By Mr. Golding:*

Q. I would just like to ask Mr. Bland for some information with sick leave granted to employees. I understand they are entitled to 3 weeks in one year?—A. Employees are entitled to 18 working days of what is called annual or recreational leave. With regard to sick leave no specific amount is granted to the staff, but the regulations of the commission provide that employees are allowed to save up so much time to be used if they are found to be sick.

Q. I see, I am glad to have that explanation. I have known of cases where people have told me that they were taking what seemed to me to be a long holiday and they were trying to tell me that they were entitled to it; but from what you say it is apparent that the only time they are entitled to it is when they are really sick?—A. The facts are as I have given you.

Mr. GOLDING: That is quite a different thing.

*By Mr. Spence:*

Q. That is true of many other places as well as in the service?—A. Yes, sir.

Q. You are allowed to build up your sick leave and then you use it all at one time?—A. They can build it up, they cannot extend it. In any case where sick leave is applied for it is checked up by the Department of Health and if they find that they are entitled to that sick leave it can be used for that purpose.

Q. A man can have up to three days, but it is available only when he is sick?—A. That is right.

*By Mr. McNiven:*

Q. What are the regulations with respect to leave?—A. The Act itself provides that employees may receive 18 working days a year or what is called annual leave. The purpose of annual leave is to improve the physical condition of the employee. That is why I refer to it as recreational leave; perhaps recreational is not the term I should have used, it is annual leave.

Q. It is for holiday purposes?—A. Yes.

Q. It is in addition to the regular vacation?—A. No, that is their regular vacation.

Q. Is there sick leave in addition?—A. There is an additional period the employees may take if they are sick and if they have saved up enough for it.

Q. What do you mean by "saved up"?—A. Sick leave is determined by the length of time in the service. The employee is allowed a credit, so to speak of 1½ days per month which may be used if he falls sick. For example, if he has

[Mr. C. H. Bland.]

a serious illness and has to be away for two months and he has two months accumulated sick leave he can take it; otherwise he does not get paid for it.

Q. It must be a case of actual sickness?—A. Yes, sir; and it must be so certified by the Department of Health.

Mr. SPENCE: Some people get sick very easy.

The WITNESS: That is why we get the Department of Health to certify in each case.

*By Mr. Hartigan:*

Q. To what extent are they allowed to accumulate leave; suppose a man doesn't take his leave for two or three years, could he take it all at once?—A. Only with the approval of the Governor-in-Council.

Q. Oh, that doesn't make any great difference.—A. It is the great exception, rather than the rule. It does occur in cases where the employee is doing work which it is desired to continue and the employee may work for a second year or more without leave. Such cases are the exception rather than the rule.

Q. Don't you think that in the civil service looking at it by and large, one person out of each family should be the rule; not more than one person out of a family should be allowed appointment in the service at any one time? Take the city of Ottawa, for instance; civil service employees, as I figure it out, amount to about 11,000 and the population of the city is about 132,000, and that works out at a ratio of about 1 to 12. Or, take the whole of the Dominion of Canada, it would be 60,000 against say 11,000,000, and that works out roughly at about 1 in 10. It would be roughly 1 in 10 for the whole of the dominion and within the city of Ottawa it would be 1 in 12. Do you not think that 1 in 12 in the city of Ottawa is enough to have in the civil service at one time—that only one member of a family should be permitted employment in the service at one time? What I say is this, that it is talked about east and west; and I gather that it has been commented upon in the papers—you know that probably better than I do, you read the papers—it has been brought to your attention that 1 in 12 in a city would seem sufficient, for one member of a family to be in the service through fairness and equity. And then, again, consider this, that no one family has a monopoly of brains or ability to the extent that their services are the only ones that can be utilized. If any man dies anywhere in the Dominion of Canada his place is always filled. There is always someone coming along.—A. Dr. Hartigan, I think there is a great deal in what you say and I am entirely in favour of the desirability of recruiting the service at Ottawa to a very large extent from outside of Ottawa. I think that is good business. But if you ask me if I think it was good business to limit the number of members of one family to one or two my best answer would be to refer you to another jurisdiction that tried that very thing, the United States Civil Service. There they had the same idea and some years ago they passed an amendment to their law providing that not more than two members of the same family should be employed in the government service at the same time. They have been passing amendments to that ever since trying to make it work satisfactorily. But I would like to give this committee the law and the amendments so that they can study that question for themselves. I believe it is a difficult thing to settle by a definite amendment to the law.

The CHAIRMAN: I do not object to the appointment of relatives in the public service.

Mr. SPENCE: Oh, no.

The CHAIRMAN: Any more than others, if everything is done regularly that is my only point.

Mr. SPENCE: So long as they are qualified I don't care anything about relationship.

Mr. CLEAVER: Even doctors occasionally educate their sons to be doctors.

Mr. HARTIGAN: That is always right.

*By Mr. McNiven:*

Q. Do the employees get their holidays providing they have not used up all their sick leave?—A. They have a certain statutory provision with respect to holidays, they get 18 working days, as I said. They also have a legal right to sick leave, providing it is supported by a doctor's report.

Q. Is a civil servant required to furnish a doctor's certificate?—A. In every case. They are allowed up to six days without a certificate, but over six days they must have a certificate from a doctor on the staff of the Department of Health.

Q. Just let us get this clear. Civil servants often meet in the corridors and one will be heard to say to the other, what are you doing here; and the reply is, I have got a day or two left of my sick leave and I am just taking it.—A. No, I should not think that would be true. They might have part of their annual leave, and that is a statutory right to which they are entitled; but it would not be sick leave, unless a medical certificate was secured from the Department of Health.

Q. What about the time up to six days?—A. They do not have to have a medical certificate for that. If a man took a half a day he would not be called upon to furnish a medical certificate, but if we had any suspicion that the leave was being taken in the way you suggest we would have the case investigated and take appropriate action.

Q. Employees are allowed sick leave up to three days without certificate are they not?—A. I believe so.

The CHAIRMAN: We are now approaching the end. I believe Mr. Green has some questions he would like you to answer.

Mr. GREEN: Some days ago I asked Mr. Bland if he would make a recommendation to us as to how we could deal with the long term temporaries on the House of Commons staff.

The CHAIRMAN: That matter has been settled by Mr. Beauchesne's letter.

Mr. GREEN: I would like to know what his report is.

The CHAIRMAN: Oh, yes. I wanted to ask that. Have you got a copy?

The WITNESS: Yes, I have.

The CHAIRMAN: Will you please let me have it.

The WITNESS: Do you wish me to answer Mr. Green's question?

The CHAIRMAN: No, thank you. You have. If you don't mind, gentlemen, we will have it copied (indicating a file). You will leave the file with us?

The WITNESS: Certainly.

The CHAIRMAN: We will have it copied and the members will then each have a copy before them when we discuss this phase of the matter on Monday afternoon or Tuesday.

Mr. GREEN: What I want to know is, is there anything on file from Mr. Bland showing how that situation stands?

The CHAIRMAN: Mr. Bland tabled the file which speaks for itself, and there are a certain number of things which are mentioned here. There is a proposal on reclassification. I will try to arrange it for you; and if you are not satisfied with it, here is the file.

Mr. GREEN: Is there any result from that?

[Mr. C. H. Bland.]



The CHAIRMAN: Nothing has been done yet in that regard.

The WITNESS: No, no.

Mr. GREEN: Was there any promise that anything would be done?

The CHAIRMAN: Oh, well, it is up to the commission to decide; but we can make our own recommendation in that regard. And nothing prevents us from making our own recommendations to the house when we make our report, then the house can decide on it for themselves.

Mr. GREEN: The way in which it can be done is to be found in that file, is it?

The CHAIRMAN: No, no; the subject matter of our present discussion is contained in the file and if we have other suggestions to make we can make them in our report.

Mr. GREEN: No; but Mr. Bland said that he would bring in suggestions as to how the situation could be remedied.

The CHAIRMAN: He can make it only up to the present. It is pretty hard for Mr. Bland when he is asked by the House of Commons, which is a department by itself, to deal with the reclassification to make any observations to the committee until he has sent his report to the house; it is not to the house, it is to the Clerk of the house. It is sub judice. It is the same as the publication of a letter; say you wrote a letter to someone you would not give it to the press before your correspondent had received it.

Mr. GREEN: No, no; I understand that. But I asked a question two or three weeks ago; would he give us suggestions as to how something could be done.

The CHAIRMAN: I understand that it is pretty difficult to make any suggestions in that regard.

The WITNESS: I think, if I may be permitted to interrupt, I might be able to clear the situation up by a short statement. I think Mr. Green was asking me something along the lines of the long term temporaries—

The CHAIRMAN: Mr. Beauchesne is the man who deals with that on this staff.

The WITNESS: That is why I say it is a delicate matter to discuss.

Mr. GREEN: Why should there be all this secrecy about it?

The CHAIRMAN: We had the situation with respect to the house staff explained to us by this letter from Dr. Beauchesne which I read early in this afternoon's proceedings.

Mr. GREEN: We cannot make a recommendation if we do not get any suggestions from Mr. Bland. We are just turning around in circles.

The CHAIRMAN: Have you any suggestions?

The WITNESS: I was going to make a very general suggestion with respect to the point Mr. Green raised. There are two points involved; one related to equalization of salaries. I may say that we are shortly to make a study in this connection of the salaries of the House of Commons, and we will do our best to overcome the inequality which now exists between the salaries paid to the staff of the Senate and to the staff of the House of Commons. Then, as regards permanency for the long-term temporaries on the staff of the house; we can only deal with those permanent employees on the staff of the house who come under the commission. Permanent employees are under the Act but the temporaries are not. My suggestion is going to be that if this committee felt that there are a number of long-term temporary employees on the staff of the House of Commons who have been giving satisfactory service and were deserving of permanency, I think myself that they might make a general recommendation to that effect—I think a general recommendation is better than a specific recommendation in cases of that kind.

Mr. GREEN: You think something should be done along that line?

The WITNESS: Yes, I do.

*By the Chairman:*

Q. Now, Mr. Bland, have you received an answer from the Experimental Farm with regard to that matter which I asked you to take up with them?—A. I have received half of it. Half of it, the one which I am going to hand you now the other half I have not got. You will note that this is only the commission appointments, the departmental appointments have not been given yet.

Q. I have heard that last year there was an Englishman who was at a beer parlour in this town. He had just arrived from England, and he asked someone where the Experimental Farm was. They told him; and he said, "I have got employment there." I give that for your information, and I could be more precise about it. I find it quite strange that a fellow who has just landed from England could secure a job at the Experimental Farm.—A. It would seem very strange to me.

Q. Yes. I was surprised at that, and I want to have all these things checked.—A. I will get that for you, Mr. Chairman.

Q. Now, Mr. Bland, on April 1st, I wrote you and asked you about the appointments of temporaries, appointments after successful examination, the rank on the eligible list and the county and place, the party that recommended them, and recommendation of the Civil Service Commission. It is the letter you received when you were just back from Boston. It was written in my own hand.—A. I am sorry, Mr. Chairman, if I have missed one.

Q. Temporaries! 1. Were they appointed after successful examination?

2. Rank on eligible list?

3. County and place?

4. Who recommended them?—A. Yes, I remember that. Have you not got that reply?

Q. No.—A. Well, I will get you a copy immediately.

Q. I have got something from Mr. Potvin here, and it refers to Mr. Cole and others; Mr. Cole is an old employee and so is Morgan. It is not that at all.—A. No. I remember that question. I am almost certain I sent you the answer. I will send you a copy.

Q. I never got it.—A. I will see that you get it.

Q. Now, do you have a certified copy by Miss Saunders of this document here? Please hand this over to Mr. Putman?—A. Yes, I had that certified for you.

Q. Thank you. I asked you for a certified copy of that?—A. Yes. I have that for you.

Q. I wanted to table that, because a member of the committee spoke of manipulation at the time, and I would like you to do that. Please have this certified by Miss Saunders and return it to the committee?—A. Certainly, sir. I will have it certified and I will return it.

Q. Now, have you got your memorandum about favouritism?—A. Do you want me to read it?

Q. If you please?—A. All right. It reads as follows:—

OTTAWA, June 21, 1938.

Dear Mr. CHAIRMAN,—You asked me on Thursday last to prepare a short memorandum on any outstanding cases of favouritism which have come to my knowledge, and which have not been mentioned before the committee.

We have had in the past several outstanding cases in connection with rural postmasterships, where the persons appointed by the commission have not been installed in office for a considerable period, and which might be regarded in this category. The reports of the commission for the  
[Mr. C. H. Bland.]

years 1925-35 refer to certain cases of this kind. This situation, however, has greatly improved, and there is now little difficulty in this connection with the Post Office Department.

I have also referred in a general way in my evidence to the situation which exists in certain units of the Department of Agriculture, where persons employed as labourers sometimes succeed in competing successfully for advertised positions, thus giving rise to suspicions of favouritism. I believe, however, that the department and the commission now have the situation in hand, and that difficulties of this kind will be much less frequent in future.

Other than the above, I have not been able to locate any specific cases which have not been mentioned before the committee.

Yours sincerely,

C. H. BLAND,  
*Chairman.*

Q. Now, Mr. Bland, what, exactly, do you call favouritism?—A. Well, I think it is where there is any undue influence is brought to bear to secure the appointment or promotion or increase in salary of any employee on any other basis than the basis of merit.

Q. Then in those two cases, in the Found case and in the Saunders case, was there any undue influence?—A. I would not say there was any undue influence. I think there was unfairness in the Found case, and I do not know that there was unfairness in the Saunders case. We had a very difficult time coming to a conclusion in that case as to who should secure employment, because we secured varying reports from the department.

Q. What distinction do you make between—I did not hear you very well—what was the distinction you made between favouritism and—what was the other word—unfairness. What is the difference? Isn't it that unfairness works to the detriment of someone and to the benefit of no one?—A. I think that would be so, yes.

Q. Therefore, in each case of nepotism there must be a privileged chance given to one on the one hand, and unfairness to another on the other hand?—A. Yes, I think that is true.

Q. Therefore, there is no distinction in that connection?—A. There is a great distinction in my mind; as you know, with an intangible thing such as this it is difficult to make a clear distinction in words. You may have a distinction in your own mind, but you cannot explain it in words.

Q. No, no; it is not that. When there is no unfairness there can be no nepotism?—A. That is true.

Q. Nepotism is to give a chance to one man at the expense of the other?—A. I think that is unfairness.

MR. GLEN: In the case of the individual who gets the benefit, if he is a blood relation, that is nepotism; as far as the man who does not get the appointment is concerned, it is unfairness.

THE CHAIRMAN: A man could be unfair to someone without being good to another one; or even without being good at all; therefore, there is no favouritism in that case.

*By the Chairman:*

Q. You know that in this case this man Lyon got an increase of \$1,080 at one time?—A. I recall that case. He was a clerk in the traffic department of the railway commission and he had been there for many years and he was promoted to the position of assistant secretary to the whole commission. I do not think that involved any unfairness; at least, not to my knowledge.

Q. Yes; but you do not know what Mr. Potvin referred to when he said it was a "mess"?—A. No, sir, I do not.



*By Mr. O'Neill:*

Q. I was very much interested in your remark just a minute ago; you said that the appointment of labourers in the Agriculture Department sometimes gave the commission the thought that there might be some discrimination?—A. Yes, I think that is so.

Q. You might possibly remember that I called your attention to a case a few days ago that had absolutely nothing to do with the commission at all, I am quite convinced of that.—A. What you told bears out my observation.

Mr. O'NEILL: Absolutely; that is just exactly what went on there, in my opinion; and it went on with the consent of the head of that certain branch of the Department of Agriculture. He is prying into politics himself.

*By the Chairman:*

Q. Mr. Bland, I will not insist too much, but I would like you to look at this file—and I am going to ask the same question of the other commissioners—can you see that note from Mr. Putman?—A. I do not recall ever having seen it before, Mr. Chairman. I do not know that I have ever had that file recently.

Q. Yes, you have seen that file several times.—A. Some time ago, I haven't read it recently.

Mr. CLEAVER: Mr. Chairman, it is 10 minutes past 6 o'clock.

The CHAIRMAN: Well, I will not take very much longer. I would like to finish this.

Mr. SPENCE: We will stay a while longer so as to let you finish, if you wish.

*By the Chairman:*

Q. After all, there is a form, just a form. I will not ask you a leading question. There is a form, here is a post card; here is a notice of appointment; here is a letter from the secretary; and then there is the report from the chief examiner.—A. That is not after that. That is before that.

Q. Yes, it is before that.—A. Yes.

Q. It is before Mr. Putman said that it was a mess.—A. Yes, quite so.

Q. I am not interested any more about it. That is all. That is all right, Mr. Bland. I thank you. I have one question to ask each one of the other commissioners.

Mr. GLEN: We do not know what you are talking about. I have not the least idea what is going on.

Mr. SPENCE: Listen, then.

Mr. GLEN: I have been listening.

The WITNESS: May I be permitted to say one thing before I retire, Mr. Chairman?

The CHAIRMAN: Yes.

The WITNESS: I would like to take this opportunity of thanking you, sir, and the members of the committee, for your many courtesies to me during these sessions.

Mr. HARTIGAN: And abuses.

The CHAIRMAN: That is all right; thank you, Mr. Bland. Now, Mr. Potvin.

A. POTVIN, Commissioner, Civil Service Commission, re-called.

*By the Chairman:*

Q. Mr. Potvin, tell me what you mean by favouritism?—A. Favouritism would be an incomplete report from a department in order to favor somebody, especially in a case of promotion like the one I have mentioned here.

[Mr. A. Potvin.]

Q. And therefore you find that there has been favouritism or nepotism in the case of Saunders?—A. Yes, I believe so.

Q. And in this matter you disagree with Mr. Bland and Mr. Stitt?—A. Well, I judged the case on its merits, as I saw it.

Q. No, no, not that.—A. That is it.

Q. I just asked you if you disagreed with them.—A. It was not Mr. Stitt. I think it was Dr. Roche.

Q. Dr. Roche?—A. Yes.

Q. Yes, that is all right. But you do not agree with Mr. Bland?—A. No.

Q. No. And, therefore, Mr. Bland and yourself have a different conception of favouritism?—A. Well, maybe.

Q. Especially in this case?—A. Yes.

Q. Now, in the Found case, Mr. Stitt disagreed with both you and Mr. Bland?—A. Yes.

Q. He said that it was an outstanding case of nepotism. Do you remember that?—A. Yes.

Q. And you find it very like; you approved of it?—A. No, I did not. I did not approve of the first. There were two competitions in that case. First of all—

Q. I do not ask you any details, but I ask you if you approved of it or not? I did not ask you why you did it. I have no time to listen to that.—A. I have approved of the final results as submitted to us, declaring that Mr. Found was the best candidate for that special position in the oyster culture.

Q. Therefore, according to you, there was no nepotism in that?—A. No, I do not believe so.

Q. There was no nepotism at that stage?—A. No, there was not.

Q. There was not?—A. No.

Q. I know, personally, that there was. But Mr. Stitt said that it was an outstanding case of nepotism.

Mr. GOLDING: The chairman has another opinion.

The CHAIRMAN: Yes.

Mr. CLEAVER: I think even the members of this committee may have different opinions when we come to draw up the report.

The CHAIRMAN: Oh, yes, yes. But, gentlemen, how can the Civil Service Commission deal with favouritism unless it is defined—unless it is defined clearly? And one of our suggestions must be to make such a definition of favouritism in order that the rule will be applied by all.

The WITNESS: In the Found case—

Mr. GLEN: I think that is overcome.

The WITNESS: I think in this case—

Mr. SPENCE: Let the witness have a minute.

The WITNESS: In the second examination which took place—

The CHAIRMAN: You have no reason to enter into details. We know the business, and we will write to the members as soon as we sit.

The WITNESS: Mr. Found's son was first on the list. He was successful in the examination.

The CHAIRMAN: Do not take that stand. I know it as well as you do, and I will not say any more about it now.

Mr. GLEN: But, Mr. Chairman, you are going to ask Mr. Stitt a question. He is of a different opinion than Mr. Potvin. Mr. Potvin surely has a right to say that he has a different opinion, and to give the reason why he has a different opinion.

The CHAIRMAN: Yes.

The WITNESS: In the first examination, Mr. Found himself admitted that in drafting the qualifications he had his son in mind. That was, I believe, absolutely wrong. Then we were asked to hold an examination in the usual way and we did. It was for another position which required highly technical knowledge of oyster culture; and the reason for holding that examination was that the oyster industry was growing to such an extent that it needed the services of an expert.

*By the Chairman:*

Q. You know who said that, Mr. Potvin. You know who said that, and it confirms my view. It is on the file, and you know who added the history of the oyster to the file. You know that, and you will not put it over.—A. I thought the letter contained the facts.

The CHAIRMAN: No, no, I have stated the matter.

Mr. HARTIGAN: Let the witness complete his statement.

The WITNESS: I was looking for the fact. We got all these facts and we held an examination and it happened that Mr. Found was first on the examination and he was appointed. I have nothing to change as far as that goes.

*By the Chairman:*

Q. On the other hand, you took for granted what was said to you by somebody and you swallowed it?—A. I saw no reason to doubt the word of that party.

Q. No, but you did not know that he made it up in the first place.

*By Mr. O'Neill:*

Q. Was there a conspiracy in the first examination?—A. In that examination I admit there was something wrong. I believe the wrong was that we gave the right of local selection to the department and Mr. Found chose his son.

Q. Don't you feel that you did wrong in appointing him to that position?—A. He was the best qualified.

Q. He had attempted to gain the position by fraudulent means in the first place?—A. No, we gave the department the right of local selection.

Q. You said in the first case you thought there had been conspiracy between the father and the son to get the position?—A. Because he didn't tell us, not the boy's father. When he came to us after the local selection was made he admitted that he had his son in mind when he drafted the qualifications.

Q. Did the son know anything about it?—A. I could not say.

*By Mr. Green:*

Q. Mr. Potvin, somebody asked you if you belonged to the Jacques Cartier society; what was your answer?—A. My answer was that I got my exeat and got out of the order in 1931.

Q. What society is that?—A. It is a society about the same as the Knights of Columbus.

Mr. SPENCE: We do not want to go into that.

Mr. GLEN: You became a benedict.

Mr. SPENCE: I do not believe in going into details of that kind.

The CHAIRMAN: We do not need Mr. Stitt because he was not involved in the Saunders case.

Therefore, gentlemen, I thank you very warmly. We have done well, and I appreciate your excellent co-operation.

If you wish to sit to-night, we will do so; if not, we shall sit Monday afternoon at 4 o'clock.

Thank you, very much, gentlemen.

(At 6.15 p.m. the committee adjourned until 4 o'clock p.m., June 27, 1938).



## APPENDIX No. 1

CIVIL SERVICE COMMISSION  
CANADA

OTTAWA, June 13, 1938.

Dear Mr. POULIOT,—I am sending you as requested, copies of the advertisements for the competitions in which the several Investigators qualified for appointment.

It will be noted that in Mr. Cole's case there is no advertisement attached inasmuch as he came to the Commission's staff by way of transfer from a position of Clerk, Grade 4, in the Department of the Interior. It may be noted that the records show that Mr. Cole secured qualifying marks in the written examination and on the education and experience rating in a competition for Senior Investigator, but this competition was not brought to completion.

I have not included any statement in the case of Mr. Hughes, inasmuch as he secured his appointment as Clerk, Grade 4 from the last competition for Clerk, Grade 4 (university graduates), in which he ranked first on account of being entitled to the veteran preference.

These old records are somewhat confusing and I have not attempted to indicate every competition of this nature for which the individuals concerned competed, but only those from which they secured appointment.

If I have not given you exactly the information you desire, I shall be glad to make a further report at your request.

Yours truly,

S. G. NELSON,  
*Chief Examiner.*

J. F. POULIOT, Esq., M.P.,  
*Chairman,*  
Civil Service Committee,  
House of Commons,  
Ottawa, Ont.

C. V. PUTMAN—qualified for appointment Chief, Organization Branch, competition of July, 1919, rank 1. Copy of advertisement attached.

A CHIEF, ORGANIZATION BRANCH, CIVIL SERVICE COMMISSION  
SALARY, \$2,800 PER ANNUM

IV. A chief, Organization Branch, Civil Service Commission, at an initial salary of \$2,800 per annum. The duties of this officer are to be responsible, under the Secretary, Civil Service Commission, for the conducting of investigations and surveys and the preparation of plans of organization for the various departments and subordinate units thereof in the Dominion Government; to have charge of the making of investigations in connection with the efficiency of processes or operations or of individuals or groups of individuals within departments; to administer and keep up to date the classification of the Civil Service; to direct the staff of the Organization Branch; and to perform other related investigational and administrative work as required.

Candidates shall be not less than twenty-five and not more than forty years of age and must be of good address, tactful, able to meet the public and departmental officials and to judge people. They must possess education equivalent to graduation from a university of recognized standing in accounting,

economics, engineering or science and at least five years of experience in accounting, engineering, shop or business management, or similar work, of which at least two years shall have been in administrative capacity. Applicants must be familiar with Civil Service administration or the organization and methods of large business concerns. Experience in investigation or organization work is very desirable.

The examination will consist of three parts, rated as follows: (1) Education and experience, 40; (2) A thesis on a problem in office management, accounting, industrial operation, or organization, to be chosen from a list established by the Commission, 30; (3) Oral interview, 30. Applicants will not be assembled for the statements of education and experience and for the thesis, but may do this work at their own homes. Theses will be received only from those candidates who show that they possess the minimum qualifications in education and experience. Those successful in the first two parts of the examination will be assembled later at one or more points for oral interview.

G. H. GILCHRIST—qualified Investigator, Competition 929, rank 3. Certified as Junior Investigator, March, 1920, from Investigator competition; re-certified as Investigator, September 1, 1920. Copy of advertisement attached.

#### INVESTIGATORS

929. Investigators for the Organization Branch of the Civil Service Commission, at an initial salary of \$1,980 per annum, which will be increased upon recommendation for efficient service at the rate of \$120 per annum until a maximum of \$2,340 has been reached. This initial salary will be supplemented by whatever bonus may be provided by law.

*Duties.*—Under the supervision of the Chief, Organization Branch, to make investigations and surveys and to prepare reports in connection with the organization of departments, or in connection with the efficiency of processes or operation, or of individual or of groups of individuals within the several departments of the government; to assist in administering and maintaining classification of the Civil Service; and to perform other related work as required.

*Qualifications.*—Education equivalent to graduation from a university of recognized standing; two years of business or engineering experience, preferably ability in investigational work; supervisory ability; initiative, tact and good judgment; good address. While a definite age limit has not been fixed for this position age may be a determining factor when making a selection.

*Examination.*—Subjects and weights as follows: education and experience, 40; practical questions on problems in office management, accounting, industrial operation and organization, 30; oral interview, if necessary in the opinion of the Commission, 30.

A list of eligibles will be established for vacancies in this class, but only one vacancy is required to be filled at present. Persons qualified are urged to take part in this competition in order to become eligible. March 11, 1920.

C. R. MEDLAND—qualified Junior Investigator, competition 930, rank 1, and appointed as such August 9, 1920. Copy of advertisement attached.

Qualified Investigator, competition 929, rank 4, and re-certified as Investigator from September 16, 1920. Copy of advertisement attached.

## INVESTIGATORS

929. Investigators for the Organization Branch of the Civil Service Commission, at an initial salary of \$1,980 per annum, which will be increased upon recommendation for efficient service at the rate of \$120 per annum until a maximum of \$2,340 has been reached. This initial salary will be supplemented by whatever bonus may be provided by law.

*Duties*—Under the supervision of the Chief, Organization Branch, to make investigations and surveys and to prepare reports in connection with the organization of departments, or in connection with the efficiency of processes or operation, or of individual or of groups of individuals within the several departments of the government; to assist in administering and maintaining classification of the Civil Service; and to perform other related work as required.

*Qualifications*—Education equivalent to graduation from a university of recognized standing; two years of business or engineering experience, preferably ability in investigational work; supervisory ability; initiative, tact and good judgment; good address. While a definite age limit has not been fixed for this position, age may be a determining factor when making a selection.

*Examination*—Subjects and weights as follows: Education and Experience, 40; Practical Questions on problems in office management, accounting, industrial operation and organization, 30; Oral Interview, if necessary in the opinion of the Commission, 30.

A list of eligibles will be established for vacancies in this class, but only one vacancy is required to be filled at present. Persons qualified are urged to take part in this competition in order to become eligible.

March 11, 1920.

## JUNIOR INVESTIGATORS

930. Junior Investigators for the Organization Branch of the Civil Service Commission, at an initial salary of \$1,500 per annum, which will be increased upon recommendation for efficient service at the rate of \$120 per annum until the maximum of \$1,860 has been reached. This initial salary will be supplemented by whatever bonus may be provided by law.

*Duties*—Under supervision to assist in making investigations and surveys of the organization of departments, branches, or smaller organization units; to assist in making investigations of the efficiency of processes, operations, individuals, or groups of individuals; to assist in maintaining and administering the classification of the Civil Service; to make investigations as directed for the purpose of preparing organization charts; to make investigations of applicants or eligibles for Civil Service positions; to prepare reports of investigations and surveys.

*Qualifications*—Education equivalent to graduation from a university of recognized standing; one year of experience in business, engineering, or investigational work; initiative, tact, and good judgment; good address. While a definite age limit has not been fixed for this position, age may be a determining factor when making the selections.

*Examination*—Subjects and weights as follows: Education and Experience, 30; Practical Questions on problems relating to the duties of the position, 50; Oral Interview, if necessary in the opinion of the Commission, 20.

A list of eligibles will be established for vacancies in this class, but only one vacancy is required to be filled at present. Persons qualified are urged to take part in this competition in order to become eligible.

W. B. COLE—loaned to Civil Service Commission in 1918 and subsequently transferred to the Commission staff as Senior Clerk, February, 1920. Secured appointment in Investigator grade by reclassification.



G. T. JACKSON—Civil Service Investigator, Grade 3.

Qualified by competitive examination August, 1929. Rank 1.  
Copy of advertisement attached. Competition No. 16765.

## CIVIL SERVICE OF CANADA

### CIVIL SERVICE POSITIONS

*Extract from List No. 455*

#### JUNIOR INVESTIGATORS (MALE), \$1,920 PER ANNUM

16765. Two Junior Investigators (Male), for the Organization Branch, Civil Service Commission at Ottawa, at an initial salary of \$1,920 per annum, which will be increased upon recommendation for efficient service at the rate of \$120 per annum until a maximum of \$2,400 is reached.

*Duties.*—Under supervision, to assist in making investigations and surveys and in preparing reports thereon for the Organization Branch of the Civil Service Commission as required.

*Examples.*—Assisting in making investigations and surveys of the organization of departments, branches, or smaller organization units; assisting in making investigations of the efficiency of processes, operations, individuals, or groups of individuals; assisting in maintaining and administering the classification of the civil service; making investigations as directed for the purpose of preparing organization charts; making investigations of applicants or eligibles for civil service positions; preparing reports of investigations and surveys.

*Qualifications.*—Education equivalent to graduation from a university of recognized standing in applied science, Agriculture or Commerce; preferably one year of experience in business, engineering, or investigational work; initiative, tact, and good judgment, good address; preference will be given to candidates not over 30 years of age.

*Nature of Examination.*—A rating on Education and Experience will be given from the sworn statements, supporting documents and other evidence submitted by applicants on or with their application forms, Wt. 5; a written examination, Wt. 5; an oral examination will be given, if considered necessary in the opinion of the Commission.

An eligible list will be established which will be valid for a period of one year.

N. R. BOUTIN—Qualified for Investigator, Bilingual, March, 1929, competition 14596, rank 1. Copy of advertisement attached.

## SERVICE CIVIL DU CANADA

### POSITIONS DU SERVICE CIVIL

*Liste N° 404*

La Commission du Service civil annonce des examens de concours pour les positions suivantes:—

#### ENQUÊTEUR (BILINGUE), \$2,520

14696. Un enquêteur (bilingue), pour la division de l'Organisation de la Commission du Service civil, Ottawa, à un traitement initial de \$2,520 par année, lequel traitement sera augmenté, sur recommandation pour services méritoires, à raison de \$120 par année, jusqu'à un maximum de \$3,000.

*Devoirs.*—Se charger, sous la surveillance du chef, division de l'Organisation, des investigations et des études associées à l'organisation des ministères ou se rapporter à l'efficacité des coutumes adoptées, ou du fonctionnement du service, ou des individus ou groupes d'individus employés dans les divers ministères du gouvernement, et rédiger les rapports y ayant trait; aider à l'administration et au maintien de la classification du service civil; exécuter tout autre travail connexe requis.

*Qualités requises.*—Instruction correspondant à celle qui comporte un diplôme d'une université de réputation établie; au moins cinq ans d'expérience en affaires dans une position comportant responsabilité professionnelle comme comptable ou la possession d'un certificat de comptable licencié; habileté pour travail d'investigation ou d'inspection; être capable de parler et écrire l'anglais et le français; aptitudes pour la surveillance; initiative; tact et bon jugement; bonnes manières. Bien qu'aucune limite d'âge n'ait été fixée pour ce concours, préférence sera donnée aux candidats âgés de 30 à 40 ans.

*Nature de l'examen.*—Première partie: Une épreuve écrite sur les problèmes et la théorie de l'organisation, la routine et les termes d'affaires et rédaction de rapports (valeur 5). Une épreuve d'aptitudes en traduction du français à l'anglais et de l'anglais au français sera aussi donnée. Deuxième partie: Une appréciation de l'instruction et de l'expérience d'après les déclarations assermentées sur les formules d'inscription et les autres documents et attestations d'aptitudes soumises par les candidats (valeur 3). Troisième partie: Examen oral (valeur 2). Seuls les candidats qui réussiront dans les première et deuxième parties seront admis à l'examen oral. Des honoraires de \$2 doivent accompagner chaque demande d'inscription, excepté dans le cas des candidats qui ont fait du service actif outre-mer.

On pourra établir une liste d'éligibles qui sera valide pendant un an.

E. P. LABERGE—Civil Service Investigator, Gr. 3.

Qualified by competitive examination December 1937. Rank 1.  
Copy of advertisement attached. Competition No. 26838.

## CIVIL SERVICE OF CANADA

*List No. 700*

The Civil Service Commission announces open competitive examinations for the following positions:—

INVESTIGATOR (MALE), (BILINGUAL) INITIAL SALARY FOR GRADE 2—\$2,520 PER ANNUM  
INITIAL SALARY FOR GRADE 3—\$3,120 PER ANNUM

Comp. 26838. A Civil Service Investigator (Male), (Bilingual), for the Organization Branch, Civil Service Commission, Ottawa. Appointment may be made either to the Grade 2 or Grade 3 class depending upon the qualifications, the length and kind of experience and the general suitability of the successful applicant. Temporary appointment only will be made at this time but the examination will qualify for permanent appointment. The salary range for Investigator, Organization Branch, Grade 2, is as follows: Initial salary, \$2,520 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,000 has been reached. The salary range for Grade 3 is as follows: Initial salary, \$3,120 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,720 has been reached.

*Duties.*—Under direction, to make investigations and surveys and to prepare reports thereon, in connection with the organization of departments or in connection with the efficiency of processes or operations or of individuals or of groups of individuals within the several departments of the Government; to assist in administering and maintaining the classification of the civil service; and to perform other related work as required.

*Qualifications required.*—Education equivalent to graduation from a University of recognized standing; at least four years of business experience or other experience of a nature suitable for this kind of work, preferably one year of which shall have been in investigational work; knowledge of the routine and technique of making business investigations; supervisory ability; initiative, tact and good judgment; good address. A thorough knowledge of the English and French languages is required. While no definite age limit has been set age may be a determining factor in making a selection.

*Nature of Examination.*—

Part 1. A rating on education and experience will be given from the sworn statements, supporting documents and other evidence, submitted by applicants on and with their application forms. In this rating age will be a determining factor. . . . .	Wt. 3
Part 2. Written examination. . . . .	Wt. 3
Part 3. Oral examination. . . . .	Wt. 4

Only those candidates who qualify in Part 1 of the examination will be admitted to Part 2, and only those successful in the first two parts may be called for oral examination. No examination fee is required.

An eligible list valid for a period of one year may be established.  
N.B.—This position was advertised April 19, 1937, and is now readvertised.

F. E. B. WHITFIELD—Civil Service Investigator, Grade 2.  
Qualified by competitive examination August 1937. Rank 1. Copy of advertisement attached. Competition No. 26344.

CIVIL SERVICE OF CANADA

*List No. 686*

The Civil Service Commission announces open competitive examinations for the following positions:—

2 CIVIL SERVICE EXAMINERS

INITIAL SALARY FOR GRADE 2, \$2,520 PER ANNUM  
INITIAL SALARY FOR GRADE 3, \$3,120 PER ANNUM

Comp. 26343. Two Civil Service Examiners (Male) for the Civil Service Commission, Ottawa. Appointment may be made either to the Grade 2 or Grade 3 class depending upon the qualifications, the length and kind of experience and the general suitability of the successful applicants. Temporary appointments only will be made at this time but the examination will qualify for permanent appointment. The salary range for Civil Service Examiner, Grade 2, is as follows: Initial salary \$2,520 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,000 has been reached. The salary range for Grade 3 is as follows: Initial salary \$3,120 per annum, which may be increased upon recommendation for meritorious service and increased



usefulness at the rate of \$120 per annum until a maximum of \$3,720 has been reached.

*Duties.*—Under direction, to perform work as assigned in the development of recruiting fields, and in the preparation and rating of Civil Service Examinations; to secure and assist Advisory Boards of Examiners; and to perform other related work as required.

*Qualifications.*—Graduation from a recognized university; preferably experience in a line of work requiring familiarity with examination methods and procedure; preferably some knowledge of employment methods and modern office practice; supervisory ability; ability to meet the public; tact, integrity and good judgment. For one position preference in appointment will be given to a graduate in agricultural science from a university of recognized standing, if found available.

*Nature of examination.*—

- Part 1. A rating on education and experience will be given from the sworn statements, supporting documents and other evidence submitted by applicants on and with their application forms. In this rating age will be a determining factor .....Wt. 3  
 Part 2. Written examination .....Wt. 3  
 Part 3. Oral examination .....Wt. 4

Only those who qualify in Part 1 will be admitted to Part 2 of the examination, and only those who qualify in both Parts 1 and 2 will be admitted to the oral examination. No examination fee is required.

An eligible list valid for a period of one year may be established.

T. H. HAWKINS—Civil Service Investigator, Grade 1.

Qualified by competitive examination August, 1929. Rank 2.

Copy of advertisement attached. Competition No. 16765.

## CIVIL SERVICE OF CANADA

### CIVIL SERVICE POSITIONS

*Extract from List No. 455.*

#### JUNIOR INVESTIGATORS (MALE), \$1,920 PER ANNUM

16765. Two Junior Investigators (Male), for the Organization Branch, Civil Service Commission at Ottawa, at an initial salary of \$1,920 per annum, which will be increased upon recommendation for efficient service at the rate of \$120 per annum until a maximum of \$2,400 is reached.

*Duties.*—Under supervision, to assist in making investigations and surveys and in preparing reports thereon for the Organization Branch of the Civil Service Commission as required.

*Examples.*—Assisting in making investigations and surveys of the organization of departments, branches, or smaller organization units; assisting in making investigations of the efficiency of processes, operations, individuals, or groups of individuals; assisting in maintaining and administering the classification of the civil service; making investigations as directed for the purpose of preparing organization charts; making investigations of applicants or eligibles for civil service positions; preparing reports of investigations and surveys.

*Qualifications.*—Education equivalent to graduation from a university of recognized standing in applied science, Agriculture or Commerce; preferably one year of experience in business, engineering, or investigational work; initiative, tact, and good judgment, good address; preference will be given to candidates not over 30 years of age.

*Nature of Examination.*—A rating on Education and Experience will be given from the sworn statements, supporting documents and other evidence submitted by applicants on or with their application forms, Wt. 6; a written examination, Wt. 5; an oral examination will be given, if considered necessary in the opinion of the Commission.

An eligible list will be established which will be valid for a period of one year.

H. E. TREBBLE—Qualified by competitive examination, August, 1937, Investigator, Organization Branch, Grade 2, rank 2. Appointed to Commission's staff as Investigator, Organization Branch, Grade 1. Copy of advertisement attached. Competition No. 26344.

3 INVESTIGATORS (MALE), (1 BILINGUAL)

INITIAL SALARY FOR GRADE 2, \$2,520 PER ANNUM

INITIAL SALARY FOR GRADE 3, \$3,120 PER ANNUM

Comp. 26344. Three Civil Service Investigators (Male), (1 Bilingual), for the Organization Branch, Civil Service Commission, Ottawa. Appointment may be made either to the Grade 2 or Grade 3 class depending upon the qualifications, the length and kind of experience and the general suitability of the successful applicants. Temporary appointments only will be made at this time but the examination will qualify for permanent appointment. The salary range for Investigator, Organization Branch, Grade 2, is as follows: Initial salary \$2,520 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,000 has been reached. The salary range for Grade 3 is as follows: Initial salary \$3,120 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,720 has been reached.

*Duties.*—Under direction, to make investigations and surveys and to prepare reports thereon, in connection with the organization of departments or in connection with the efficiency of processes or operations or of individuals or of groups of individuals within the several departments of the government; to assist in administering and maintaining the classification of the civil service; and to perform other related work as required.

*Qualifications.*—Graduation from a university of recognized standing; at least two years of business or engineering experience after graduation; preferably experience in investigational work; preferably some knowledge of employment methods and modern office practice; initiative, tact, good judgment and good address.

For one position: Graduation from a university of recognized standing in Agricultural science; at least two years of business or agricultural experience after graduation; preferably experience in investigational work; preferably some knowledge of employment methods and modern office practice; initiative, tact, good judgment and good address.

For the bilingual position a thorough knowledge of the English and French languages is required.

*Nature of examination.—*

- Part 1. A rating on education and experience will be given from the sworn statements, supporting documents and other evidence, submitted by applicants on and with their application forms. In this rating age will be a determining factor. . . . Wt. 3  
 Part 2. Written examination. . . . . Wt. 3  
 Part 3. Oral examination. . . . . Wt. 4

DR. E. P. LABERGE—Civil Service Investigator, grade 3, bilingual.

Qualified by competitive examination March, 1938. Rank 1.  
 Copy of advertisement attached. Competition No. 26838.

## CIVIL SERVICE OF CANADA

## INVESTIGATOR (MALE), (BILINGUAL)

INITIAL SALARY FOR GRADE 2—\$2,520 PER ANNUM

INITIAL SALARY FOR GRADE 3—\$3,120 PER ANNUM

Comp. 26838. A Civil Service Investigator (Male), (Bilingual), for the Organization Branch, Civil Service Commission, Ottawa. Appointment may be made either to the Grade 2 or Grade 3 class depending upon the qualifications, the length and kind of experience and the general suitability of the successful applicant. Temporary appointment only will be made at this time but the examination will qualify for permanent appointment. The salary range for Investigator, Organization Branch, Grade 2, is as follows: Initial salary, \$2,520 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,000 has been reached. The salary range for Grade 3 is as follows: Initial salary, \$3,120 per annum, which may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum until a maximum of \$3,720 has been reached.

*Duties.*—Under direction, to make investigations and surveys and to prepare reports thereon, in connection with the organization of departments or in connection with the efficiency of processes or operations or of individuals or of groups of individuals within the several departments of the Government; to assist in administering and maintaining the classification of the civil service; and to perform other related work as required.

*Qualifications required.*—Education equivalent to graduation from a University of recognized standing; at least four years of business experience or other experience of a nature suitable for this kind of work, preferably one year of which shall have been in investigational work; knowledge of the routine and technique of making business investigations; supervisory ability; initiative, act and good judgment; good address. A thorough knowledge of the English and French languages is required. While no definite age limit has been set age may be a determining factor in making a selection.

*Nature of Examination.—*

- Part 1. A rating on education and experience will be given from the sworn statements, supporting documents and other evidence, submitted by applicants on and with their application forms. In this rating age will be a determining factor. . . . . Wt. 3  
 Part 2. Written examination. . . . . Wt. 3  
 Part 3. Oral examination. . . . . Wt. 4



Only those candidates who qualify in Part 1 of the examination will be admitted to Part 2, and only those successful in the first two parts may be called for oral examination. No examination fee is required.

An eligible list valid for a period of one year may be established.

N.B.—This position was advertised April 19, 1937, and is now readvertised. OTTAWA, September 7, 1937.

## APPENDIX No. 2

### QUALIFICATIONS AND SERVICE RECORD IN C.S.C. OF MEMBERS OF EXAMINING DIVISION AND CHIEFS OF CLERICAL DIVISIONS

#### EXAMINING DIVISION (IN ORDER OF SENIORITY WITHIN GROUPS:)

	Page	Age	Salary
Chief Examiner—			
S. G. Nelson.. . . .	2	43	\$4,200
C.S. Examiners, Grade 3—			
C. E. C. Garrett.. . . .	3	51	3,360
R. Morgan.. . . .	4	52	3,360
H. R. McNaughton.. . . .	5	43	3,600
A. C. Kemmis.. . . .	6	62	3,720
L. W. Moffit.. . . .	7	51	3,120
C.S. Examiners, Grade 2—			
R. M. Walker.. . . .	8	43	3,000
M. C. Guthrie.. . . .	9	41	3,000
J. G. Reid.. . . .	10	52	3,000
S. D. Hemsley.. . . .	11	32	2,520
O. A. Lefebvre.. . . .	12	32	2,520
Clerk, Grade 4—			
I. L. Day.. . . .	13	36	1,740
H. Perrault.. . . .	14	26	1,620
G. Josie.. . . .	15	25	1,680
C. P. Holmes.. . . .	16	27	1,680

#### CLERICAL DIVISION (ENGLISH)

Chief Clerk—			
S. J. Daley.. . . .	17	47	3,720
Supervisor, Examination Branch—			
M. Munro.. . . .	18	41	2,760

#### CLERICAL DIVISION (FRENCH)

Head Clerk—			
R. Gosselin.. . . .	19	45	3,000

NELSON, S. G.—Age 43, appointed to Civil Service Commission, January 10, 1921, present salary \$4,200. Classification—Civil Service Examiner, Grade 4.

#### *Service Record in Civil Service Commission showing promotions.—*

January 10, 1921—Civil Service Examiner, Grade 1 (Temp.).. . .	\$1,800
February 1, 1921—Civil Service Examiner, Grade 1 (Perm.).. . .	1,800
April 1, 1924—Civil Service Examiner, Grade 2 (Prom.).. . .	2,400
April 1, 1930—Civil Service Examiner, Grade 3 (Prom.).. . .	3,120
January 1, 1935—Civil Service Examiner, Grade 4 (Prom.).. . .	3,840

#### *Education Record—*

Public School 1901-07; Kemptville High School 1907-12. Junior Matriculation in 1910, Honour Matriculation in 1912, and a General Proficiency Scholarship. Entered Queen's University in 1913. After one session course interrupted

for two years through illness. Resumed work in 1916, graduating in 1918. Followed the scientific course in Arts. Did not fall below second division throughout course. Obtained B.A., and won scholarship for examination in Political Science. Returned to University in 1919 for post-graduate work in honour Biology and honour Political Science.

#### *Experience Record—*

Taught school for short periods, pursued various other employments during vacations of college course.

#### *Examination Record—*

Competed at special examination in November, 1920, for appointment as Junior Civil Service Examiner, securing first place. Examination consisted of papers in Education and Experience, Practical Questions, and of an Oral Examination.

Page 3

GARRETT, C. E.—Age 51. Appointed to Civil Service Commission—March 28, 1918. Present salary, \$3,360. Classification—Civil Service Examiner, Grade 3.

#### *Service Record in Civil Service Commission showing promotions—*

March 28, 1918—Clerk (Temp.) . . . . .	\$1,000
November 1, 1918—Clerk (Temp.) . . . . .	\$1,200
March 28, 1919—Clerk (Temp.) . . . . .	\$1,500
January 1, 1920—Civil Service Examiner, Gr. 1 (Perm.) . . .	\$1,860
April 1, 1921—Civil Service Examiner, Gr. 2 . . . . .	\$2,400
July 16, 1935—Civil Service Examiner, Gr. 3 . . . . .	\$3,120

#### *Education Record—*

Private School, Manchester Middle Grade School, Mandeville, B.W.I. 1896-1900. Jamaica High School, Kingston, Jamaica, later re-named Jamaica College and affiliated with London University, 1900-1903. Matriculated University of Cambridge, Senior Local with Honours, English, Classical and Science Course. While teaching followed for one and one-half years London University Arts course. Special course in Chemistry for 1 year at night at the Cooper Institute, New York, 1907-08, while employed with Crucible Steel Co. Special training for 1 year at night on Journalistic and Advertising Copywriting and Technique at Bedford Y.M.C.A., Brooklyn, N.Y. Attended course in Photography at Brooklyn Institute of Science. Took course in surveying with I.C.S. Schools.

#### *Experience Record—*

Teaching, Manchester Middle Grade School, Jamaica, B.W.I., January 1905 to September, 1906, preparing for local examinations of Cambridge University. December, 1906, to September, 1913, employed with Crucible Steel Co. of America, rising from Invoice Clerk to Clerk in charge of all foreign invoicing which involved complete knowledge of foreign exchange. During stay in New York was for three years Secretary of New York Camera Club. Joined staff of the *Montreal Herald and Daily Telegraph* in November, 1913, and continued with that paper until enlistment in February, 1915. Instituted Advertising Copy Service for this paper and continued it until paper changed hands; also wrote up special features for the news section and did special assignment work. During years from 1909-1913 in spare time wrote newspaper biographical sketches for the United Press Syndicate, Tribune Building, N.Y. Also practised photography professionally in spare time. Military Service from February, 1915, to March, 1918.

*Examination Record—*

Passed "B" Clerks' Examination in December, 1918. Qualified for appointment as Junior Civil Service Examiner at Special competitive examination held in November, 1919, his standing being first. The Examination consisted of Education and Experience, Practical Questions and an Oral Examination.

Page 4

MORGAN, R.—Age. Appointed to Civil Service Commission—February 16, 1920. Present salary, \$3,360. Classification—Civil Service Examiner, Grade 3.

*Service Record in Civil Service Commission showing promotions—*

February 16, 1920—Civil Service Examiner, Gr. 1 (Temp.)..	\$1,500
April 1, 1920—Civil Service Examiner, Gr. 1 (Perm.).. . . .	\$1,500
April 1, 1921—Civil Service Examiner, Gr. 2 (Prom.).. . . .	\$2,400
July 16, 1935—Civil Service Examiner, Gr. 3 (Prom.).. . . .	\$3,120

*Education Record—*

Spittall Public School, Caithness, Scotland, 1891-98. 1898-1903 attended Miller Institution, Thurso, Scotland, for higher education. Obtained Education Department's Higher Grade Leaving Certificate, the equivalent of matriculation. In 1903 entered on Arts Course at Edinburgh University. Obtained degree of Master of Arts in March, 1907. In October of same year entered the Theological College in Glasgow of the United Free Church of Scotland. On completion of course in March, 1911, received an Honours Diploma with special mention in Hebrew.

*Experience Record—*

1911-12 Minister of the United Free Church of Scotland.

1912-16 Minister of the Presbyterian Church in Canada.

Clerk of Presbytery of Battleford for several years.

May, 1916, to July, 1919, overseas service. Appointed Junior Civil Service Examiner, February 16, 1920.

*Examination Record—*

Special examination for Junior Civil Service Examiner, November, 1919. Examination consisted of Education and Experience and Practical Questions and an Oral Examination. Competed at open competition for Senior Civil Service Examiner in December, 1920. Examination consisted of Education and Experience, Practical Questions, and an oral examination.

Page 5

McNAUGHTON, H. R.—Age 43. Appointed to Civil Service Commission June 3, 1920. Present salary \$3,600. Classification—C.S. Examiner, Grade 3.

*Service Record in C.S.C. showing promotions.—*

June 3, 1920—C.S. Examiner, Grade 1 (Temp.).. . . .	\$1,500
Feb. 1, 1921—C.S. Examiner, Grade 1 (Perm.).. . . .	1,800
April 1, 1924—C.S. Examiner, Grade 2 (Prom.).. . . .	2,400
April 1, 1930—C.S. Examiner, Grade 3 (Prom.).. . . .	3,120

*Education Record—*

Public School 1900-06. Petrolia High School 1906-10. Sarnia Collegiate Institute 1910-12; obtained Normal Entrance Certificate with Honours and



Junior Matriculation Certificate. One year Upper School work. Attended Stratford Normal School 1912-13, obtaining Certificate of Qualification as a Public School Teacher. Correspondence course in High Accountancy with LaSalle Extension University.

*Experience Record—*

September, 1913, to Easter, 1916, principal of the public and continuation school at Sombra, Ontario. War Service from April, 1916, to January, 1919. From December, 1919, to June 1, 1920, Clerk and Solicitor, Toronto Divisional Office, Sun Life Assurance Company.

*Examination Record—*

Qualified at special examination for Junior Civil Service Examiner in November, 1919. Examination consisted of Education and Experience, Practical Questions, and an Oral Examination.

Page 6

KEMMIS, A. C.—Age 62. Appointed to C.S.C. November 1, 1920. Present salary \$3,720. Classification—C.S. Examiner, Grade 3.

*Service Record in C.S.C. showing promotions—*

Nov. 1, 1920—C.S. Examiner, Grade 1 (Temp.)	\$1,800
April 1, 1921—C.S. Examiner, Grade 1 (Perm.)	1,800
April 1, 1921—C.S. Examiner, Grade 2 (Prom.)	2,400
April 1, 1930—C.S. Examiner, Grade 3 (Prom.)	3,120

*Education Record—*

Private School, Dublin, Ireland, 1883-87; Public School, Cheltenham, England, General education covering Classics, French, English, Mathematics, etc. Passed College of Preceptors and Cambridge Local Junior (honours in French and English). Read Law in Calgary, Alta. from 1895-99 passing first intermediate and final examinations. Admitted to bar of Northwest Territories, March, 1900.

*Experience Record—*

Practised law at Pincher Creek, Alta., from 1900-14. While practising law undertook publication of "Pincher Creek Echo," a weekly paper, and carried it on during this period and for intervals until end of 1914. During 1897-98 while reading law, was employed as Editor of Calgary *Albertan*. Overseas 1916-1919. Has done a great deal of literary work including special articles descriptive and otherwise and magazine work.

*Examination Record—*

Competed for appointment as Junior Civil Service Examiner at special examination for this class held in October, 1920. Examination consisted of written papers on Education and Experience and Practical Questions and an Oral Examination.

Page 7

MOFFIT, L. W.—Age, 51. Appointed to Civil Service Commission, November 10, 1937. Present Salary \$3,120. Classification—Civil Service Examiner, Grade 3.

*Service Record in Civil Service Commission showing promotions—*

November 10, 1937—Civil Service Examiner, Grade 3 (Temp.) . . . \$3,120

*Education Record—*

Primary School, Warminster, Ont., 1892-1900. High School, Orillia and Parry Sound, Ont., 1900-02 and 1907-08. B.A. Toronto, 1914. Degree granted in 1915 while serving in France—History and Political Science. Ph.D. Edinburgh University, 1921—Economics and History.

*Experience Record—*

Five and one-half years teaching in various public schools, three years of which was as principal of a two-room school. Received on probation for Methodist Church ministry and served two years in Algoma, Webbwood and Blind River, Ontario. Entered Toronto University and left while an undergraduate for overseas. Degree of B.A. granted while overseas. Executive and organization work as Senior Chaplain during the Great War (overseas 1914-1919). Post-graduate work at Edinburgh University, 1919-1921. Methodist Ministry Sault Ste. Marie, Ont. 1921-22. Fifteen years teaching at Wesley College, Winnipeg; Lecturer in History, 1922, Professor of History, 1925, Professor of Economics, 1929. Teaching and Examining in connection with University of Manitoba Summer School, 1934, 1936 and 1937.

*Examination Record—*

1st at examination for Civil Service Examiner, Grade 3, 1937.

## Page 8

WALKER, R. M. (Miss)—Age, 43. Appointed to Civil Service Commission September 30, 1918. Present salary \$3,000. Classification—Civil Service Examiner, Grade 2.

*Service Record in Civil Service Commission showing promotions—*

September 30, 1918—Clerk 2A (Perm.)	\$1,600
October 1, 1920—Civil Service Examiner, Grade 1	1,800
April 1, 1921—Civil Service Examiner, Grade 2	2,400

*Education Record—*

Renfrew Public School 1901-07. Renfrew Collegiate 1907-12, obtaining Honour Matriculation. Entered McMaster University in 1912 with Honour Matriculation Scholarship, specialized in the Department of Moderns and History and graduated with first class honours in English, History, French, German and Sociology. Graduated with degree of Bachelor of Arts and specialist Standing in Moderns and History in 1915. Attended Ontario College of Education, Toronto, 1915-16, and secured High School Teacher's Certificate.

*Experience Record—*

For two years head of Department of History in Woodstock Collegiate Institute. Also assisted in English, French, and Junior Mathematics.

*Examination Record—*

Competed for appointment to Subdivision A of Second Division at special examination held in 1918, subjects of examination being Report Writing and Education and Experience.

Page 9

GUTHRIE, M. C. (Miss)—Age, 41. Appointed to Civil Service Commission. August 16, 1920. Present salary, \$3,000. Classification—Civil Service Examiner, Grade 2.

*Service Record in Civil Service Commission showing promotions—*

August 16, 1920—Civil Service Examiner, Grade 1 (Temp.)..	\$1,500
February 16, 1921—Civil Service Examiner, Grade 1 (Temp.)..	1,800
April 1, 1921—Civil Service Examiner, Grade 1 (Perm.)..	1,800
April 1, 1926—Civil Service Examiner, Grade 2 (Prom.)..	2,400

*Education Record—*

Public and Continuation School, 1903-11. Renfrew Collegiate 1911-15. Obtained Honour Matriculation in 1915, and entered Queen's University on a scholarship and with the honour of another scholarship. Registered in the honour course in English and History. Throughout course never fell below second division and graduated with first division in special subjects of English and History and degree of B.A. Considerable executive work while at University.

*Experience Record—*

One year teaching experience in Department of English and History in Picton Collegiate during 1919-20.

*Examination Record—*

Qualified at special examination in November, 1920, for appointment as Junior Civil Service Examiner. Examination consisted of papers in Education and Experience, Practical Questions and of an Oral Examination.

REID, Miss J. G.—Age 52 years, Appointed to C.S.C., January 19, 1921. Present salary, \$3,000. Classification—Civil Service Examiner, Grade 2.

*Service Record in Civil Service Commission showing promotions:—*

Jan. 19, 1921—Civil Service Examiner, Grade 1 (Temp.)..	\$1,800
Apr. 1, 1921—Civil Service Examiner, Grade 1 (Temp.)..	1,800
Apr. 1, 1927—Civil Service Examiner, Grade 2..	2,400

*Education Record—*

Public School 1893-98; Renfrew Collegiate 1898-1903. Obtained Honour Matriculation in 1903 with honour standing in several subjects and a scholarship for Queen's University in Latin, French, and German. Attended Queen's University 1904-07, studying the Literature and Philosophy course in Final Honour French and German and obtaining an honour degree of B.A. in 1907. The following year was spent in post-graduate work in Honour French and English. Attended Faculty of Education 1908. Obtained Public and High School Teacher's Certificates, Ontario High School Specialist's Certificate in French and German.

*Experience Record—*

Five years' experience in teaching in Secondary Schools of Ontario.

*Examination Record—*

Passed "B" Clerks examination in 1919. Competed at special examination in November 1920 for Junior Civil Service Examiner. The examination consisted of papers in Education and Experience, Practical Questions and of an Oral Examination.



## Page 11

HEMSLEY, S. D.—Age 32 years, Appointed to C.S.C. November 16, 1937.  
Present salary \$2,520. Classification—Civil Service Examiner, Grade 2.

*Service Record in Civil Service Commission showing promotions:—*

Nov. 16, 1937 Civil Service Examiner, Grade 2 (Temp.) . . . \$2,520

*Education Record—*

Primary and High School, Kent, England, 1912-1922.

One year Royal Society of Arts, London, —French.

Institute of Actuaries, London, Eng.—Mathematics, 1925-27.

Short Course in Agriculture, MacDonald College, 1928-29.

B.S.A. MacDonald College, 1933.

B.A. McGill, 1936—English.

Course work for M.A. in English at McGill completed with exception of thesis.

*Experience Record—*

Three years' experience as Clerk in Investment Department, Phoenix Assurance Co., London, England. While so employed attended lectures of the Institute of Actuaries in London. Varied experience during vacations from MacDonald College. From 1933 to summer of 1937 held two positions, that of assistant editor of "Journal of Agriculture" under Quebec Department of Agriculture, and Lecturer in English at MacDonald College. Summer of 1936 Assistant Examiner in English Language for Quebec School Leaving Examinations. Summer of 1937 Assistant Examiner in English Literature for the same examinations. July 6, 1937 to November 16, 1937, Editor, Grade 1, Federal Department of Agriculture. Has done translation work for Quebec Department of Agriculture.

*Examination Record—*

Second at examination for Editor, Grade 1, Department of Agriculture, 1937.

First at examination for Civil Service Examiner, Grade 2, Agriculture.

## Page 12

LEFEBVRE, J. A. O.—Age 32 years. Appointed to C.S.C. February 3, 1938.

Present salary, \$2,520. Classification—Civil Service Examiner, Grade 2, Bilingual.

*Service Record in Civil Service Commission, showing promotions:—*

Feb. 3, 1938—Civil Service Examiner, Grade 2, Bilingual (Temp.) \$2,520.

*Education Record:—*

Primary and High School.

B.A. Ottawa University, 1935 (extra-mural).

B. Paed. University of Montreal, 1937.

*Experience Record:—*

Fourteen years' teaching experience, 8 years' elementary classes in Montreal, Plattsburg, Hawkesbury and Fall River; 6 years' high school Plattsburg and Montreal.

*Examination Record:—*

Second at examination for Civil Service Examiner, Grade 2, Bilingual.

## Page 13

DAY, I. L.—Age—36, Appointed to C.S.C. Feb. 18, 1918. Present Salary \$1,740. Classification—Clerk, Grade 4.

*Service Record in C.S.C. showing promotions—*

February 18, 1918—Clerk 3B (Temp.) . . . . .	\$ 600
April 1, 1918—Clerk 3B (Perm.) . . . . .	700
April 1, 1919—Account Clerk (Reclass'n.) . . . . .	960
October 1, 1928—Clerk, Grade 3 (Prom.) . . . . .	1,380
April 1, 1936—Clerk, Grade 4 (Prom.) . . . . .	1,620

*Education Record—*

Public School, Ottawa, 1907-14.  
 High School, Ottawa, 1914-17.  
 Private Tuition, evenings, 1923-25 (matriculation).  
 Junior Matriculation and partial Senior Matriculation.

*Experience Record—*

Continuously employed in Civil Service Commission for past twenty years, serving in all branches; since April 1, 1936, attached to Examination Branch.

*Examination Record—*

Third Division "B" November, 1917.  
 Clerk, Grade 3 Promotional, July, 1928.  
 Clerk, Grade 4 Promotional, January, 1936.

## Page 14

PERRAULT, G. H. G.—Age—26, Appointed to Civil Service Commission—February 4, 1936. Present salary—\$1,620. Classification—Clerk, Grade 4, Bilingual.

*Service Record in Civil Service Commission showing promotions—*

February 4, 1936—Clerk, Grade 4, Bilingual (Temp.) . . . . .	\$1,620
August 21, 1936—Clerk, Grade 4, Bilingual (Perm.) . . . . .	1,620

*Education Record—*

Primary School, Ottawa, 1918-1923.  
 University of Ottawa, 1923-1930.  
 B.A. Laval, 1931.  
 Licence in Letters, Sorbonne, 1934.  
 Some work towards Doctor's degree from Sorbonne.

*Experience Record—*

5 seasons (University vacations) Plant Disease Investigator.

*Examination Record—*

Plant Disease Investigator.  
 Clerk, Grade 4, 1935—special examination for University Graduates—1st on French list.

## Page 15

JOSIE, G. H.—Age—25, Appointed to Civil Service Commission, February 10, 1936. Present salary—\$1,680. Classification—Clerk, Grade 4.

*Service Record in Civil Service Commission showing promotions—*

February 10, 1936—Clerk, Grade 4 (Temp.) . . . . .	\$1,620
August 21, 1936—Clerk, Grade 4 (Perm.) . . . . .	1,620

*Education Record—*

Primary School, Winnipeg, 1918-1926.  
High School, Winnipeg, 1926-1928.  
B.Sc. Manitoba, 1932—Physics, Chemistry and Geology.  
M.Sc. Manitoba, 1935—Physics and Mathematics.

*Experience Record—*

Five months with Grain Research Laboratory, Winnipeg, chemical work on protein analysis.

*Examination Record—*

Clerk, Grade 4, 1935—special examination for University Graduates.

HOLMES, C. P. H.—Age 27, Appointed to Civil Service Commission  
December 7, 1936. Present salary—\$1,680. Classification—Clerk,  
Grade 4.

*Service Record in Civil Service Commission showing promotions:—*

December 7, 1936—Clerk, Grade 4 (Temp.) . . . . . \$1,620  
April 1, 1937—Clerk, Grade 4 (Perm.) . . . . . 1,620

*Education Record—*

Primary School, Kobe, Japan, 1918-1923.  
High School, Kobe, Japan, 1923-1927.  
B.A. Toronto, 1932—Philosophy, English and History.  
M.A. Toronto, 1933—English Literature.  
One and one-half years further post-graduate work in English Literature  
towards Ph.D.  
Various prizes and scholarships.  
Gold Medallist on Graduation, 1932.

*Experience Record—*

Two years with Magazine Digest, Toronto.

*Examination Record—*

Clerk, Grade 4, 1935—special examination for University Graduates.

DALEY, S. J.—Age 48 years. Appointed to Civil Service Commission  
September 25, 1908. Present salary, \$3,720. Classification—Chief,  
English Clerical Section, Examination Branch.

*Service Record in Civil Service Commission showing promotions—*

September, 1908—Messenger . . . . .	\$ 500
October, 1910—Clerk, Grade B . . . . .	600
October, 1912—Clerk, Grade A . . . . .	900
April, 1920—Principal Clerk . . . . .	1,920
April, 1923—Head Clerk . . . . .	2,520
April, 1930—Supervisor, English Clerical Section, Exam- ination Branch . . . . .	3,120-3,480
April, 1935—Chief, English Clerical Section, Examination Branch . . . . .	3,120-3,720

*Education Record—*

High School 3 years.  
Private tuition in English—1908-1909-1910 (winter months).



*Experience Record—*

Rate Clerk, Grand Trunk Freight Office, Ottawa, 1906-1907.

Has been on the same type of work in the Examination Branch, Civil Service Commission, for nearly 30 years.

*Examination Record—*

Third Division, May, 1910.

## Page 18

MUNRO, MARGARET A.—Age 41. Appointed to Civil Service Commission February 18, 1918. Present salary, \$2,760. Classification—Supervisor, Examination Branch. (English Clerical Section.)

*Service Record in C.S.C. showing promotions—*

February 18, 1918—Clerk (Temp.)	\$ 700
April 1, 1918—Clerk (Perm.)	800
April 1, 1919—Clerk 2B	1,050
June 30, 1920—Senior Clerk Stenographer	Reclassification 1,320
April 1, 1924—Clerk, Grade 4	Promotional 1,620
April 1, 1927—Principal Clerk	Promotional 1,800
April 1, 1936—Supervisor, Exam. Branch (English Clerical Section)	Promotional 2,520

*Education Record—*

Model School Teacher's Certificate for the Province of Quebec.  
Business Course, Henry's Business College, Ottawa.  
Private tuition in French.

*Experience Record—*

Teacher—Hull Separate School Board—3 years.

Clerk—Factory Office, Smart Woods Limited—2 years (approximately).  
Clerk—Naval Service, Dominion Government—June 14, 1917-February 18, 1918.

Clerk—Civil Service Commission—February 18, 1918, to present date.

*Examination Record—*

Third Division "B"—November, 1917.

Clerk B, Second Division—December, 1918.

GOSSELIN, R.—Age 45 years. Appointed to C.S.C. January 9, 1912. Present salary, \$3,000. Classification—Head Clerk.

*Service Record in Civil Service Commission showing promotions—*

January 9, 1912—Clerk 3B (Perm.)	\$ 500
April 1, 1914—Clerk 3A (Prom.)	900
April 1, 1920—Senior Clerk	1,320
April 1, 1921—Principal Clerk	1,800
April 1, 1930—Head Clerk	2,520

*Education Record—*

Graduated from Lasalle Academy, Ottawa.

*Experience Record—*

Bilingual Stenographer, Dairy and Cold Storage Commissioner's Branch, Department of Agriculture, Ottawa, six months, and in Chief Translator's Office, Department of Agriculture, as Bilingual Stenographer, six months. Was then assigned as Secretary to former Commissioner LaRochelle on January 9, 1912. Continuously employed in Civil Service Commission since that time.

*Examination Record—*

Third Division, November, 1911, Rank 21st.

## APPENDIX No. 3

## CIVIL SERVICE COMMISSION

## CANADA

OTTAWA, June 20, 1938.

Dear Mr. POULIOT,—With reference to the information supplied the Committee on Thursday, June 16, page 1176 of the Minutes of Proceedings, Classifications recommended by Organization Branch, not included in Departments' Recommendations to the Commission, I am enclosing herewith copies of memoranda supplied Mr. Putman by Mr. Gilchrist and Mr. Jackson in connection with their Departments.

Yours very truly,

W. FORAN,  
*Secretary.*

J. F. POULIOT, Esq., M.P.,  
Chairman,  
Special Committee on Civil Service,  
House of Commons,  
Ottawa, Canada.

(Copy)

*Memorandum to Mr. Putman*

*Re:* Cases where changes were recommended by the Organization Branch which had not been recommended by the Department.

In Transport surveys were made where no prior recommendation was made by the Department only a request for a survey was made. This may be included in the return made by Mr. Medland who took over this Department.

In Printing and Stationery, on one or two occasions, a review of the staff and their work was conducted and the changes outlined were adopted and submitted as a formal recommendation by the Department.

Mines and Resources have requested no unit surveys and none have been conducted since the recent reorganization under the Mines and Resources Act.

I cannot recall or find any case in the Department of National Revenue.

GHG/DF

June 20, 1938.

(Sgd.) G. H. G.

(Copy)

*Memorandum to Mr. Putman:**Re* unit surveys in the following departments:—

Agriculture  
Post Office  
Soldier Settlement of Canada

The policy of the Department of Agriculture in the past was to recommend individual cases for reclassification, but with the development of the unit survey method the tendency is to not recommend any one definitely, but rather to ask for a unit survey and then following the survey the Chief of the Division or Branch, and on occasion the Deputy Minister, discusses reclassification of certain employees with the Investigator.

It was recognized not only by the Beatty Commission, but also by the Civil Service Commission in 1929, that the scientific and professional men in the Department of Agriculture have been underpaid for years. In order that there shall not be too great an immediate drain or demand on the Treasury, reclassification of these positions in the Department of Agriculture requires a gradual process of increase in order that they may conform with the classification in other departments in the Government Service. It has not been possible, therefore, to grant all, or nearly all, of the classifications requested. In many instances it has been possible, however, to grant some increase with a view to betterment and more uniform classification. There has been a considerable increase during the past fiscal year in the cost for positions in the scientific and professional phase in the Department of Agriculture.

There have been a great number of employees classified as Labourers in the Department for whom the Investigator has found it necessary to recommend classified positions. The duties and responsibilities of the employees concerned definitely indicate that they do not belong to the class of employee generally known as Labourer. During the past year, at least, the following employees were recommended for higher classification by the Civil Service Commission with no request or recommendation from the Department:—

Publicity and Extension Branch, 3; Chemistry Division, Science Service, 1-4  
Labourers.  
Economics Division, Marketing Services, 2.  
Live Stock Division, Production Services, 1.  
Health of Animals Division, Production Services, 3, two of these reclassifications were contrary to the recommendation of the Chief, but the Investigator was convinced that the duties warranted the higher classification recommended.

*Post Office—*

This Department usually recommends by letter a number of its employees for higher classification. I recall only cases of four employees in the Postal Service Branch that were mentioned in our last unit survey who would possibly warrant higher classification when the unit is again under consideration.

GTJ/KH

June 17, 1938











Gov. Doc  
Can  
Com  
C

SESSION 1938

HOUSE OF COMMONS

CA1 XC2

-38658

SPECIAL COMMITTEE

ON THE OPERATION OF THE

# CIVIL SERVICE ACT, 1938

MINUTES OF PROCEEDINGS

No. 39



MONDAY, JUNE 27, 1938

TUESDAY, JUNE 28, 1938

WEDNESDAY, JUNE 29, 1938

also

FINAL REPORT TO THE HOUSE

OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938



## MINUTES OF PROCEEDINGS

MONDAY, June 27, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 4.00 o'clock p.m., *in camera*.

The Chairman, Mr. J. F. Pouliot, presided.

*Members present:* Messrs. Brooks, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, O'Neill, Pouliot, Tucker.—17.

The Committee proceeded to consider the Draft Report.

The Committee adjourned to meet again at 11.30 o'clock, a.m., on Tuesday, June 28th.

J. P. DOYLE,  
*Clerk of the Committee.*



## MINUTES OF PROCEEDINGS

JUNE 28, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 11.30 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, Pouliot, Spence, Stewart, and Tomlinson.—19.

The Committee (*in camera*), resumed consideration of the draft report submitted by the Chairman.

The Committee adjourned to meet again at 3.00 o'clock, p.m. this day.

---

3.00 p.m.

The Committee reassembled at 3.00 o'clock, p.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Cleaver, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, MacNeil, MacInnis, Marshall, McNiven (*Regina City*), Mulock, Poole, Pouliot, Spence, Stewart and Tomlin.—20.

The Committee (*in camera*), further considered the draft report submitted by the Chairman.

The Committee adjourned to meet again at 9.00 o'clock, p.m. this day.

---

9.00 p.m.

The Committee reassembled at 9.00 o'clock, p.m. Mr. Pouliot, the Chairman, presided.

Members present were:—Messrs. Boulanger, Brooks, Clark (*York-Sunbury*), Cleaver, Deachman, Fournier (*Hull*), Glen, Golding, Green, Hartigan, Jean, Lacroix (*Quebec-Montmorency*), MacInnis, MacNeil, Marshall, McNiven (*Regina City*), Mulock, Poole, Pouliot, Spence, Stewart and Tomlinson.—22.

The Committee (*in camera*) concluded consideration of the draft report submitted by the Chairman, and adopted said report as amended.

The Committee adjourned to meet again Wednesday, June 29, at 10.30 a.m. for final reading of report as amended.

J. P. DOYLE,  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

JUNE 29, 1938.

The Special Committee appointed to enquire into the operation of the Civil Service Act met this day at 10.30 o'clock, a.m. Mr. Pouliot, the Chairman, presided.

The following members were present: Messrs. Clark (*York-Sunbury*), Cleaver, Green, MacNeil, Marshall, Mulock, Pouliot, Spence and Tomlinson.—9.

The Chairman read the report as amended at previous meetings and said report was adopted.

On the suggestion of Mr. MacNeil a vote of thanks was tendered to the Chairman.

The Committee adjourned.

J. P. DOYLE,  
*Clerk of the Committee.*





## REPORT TO THE HOUSE

June 27, 1938.

The special committee appointed to enquire into the operation of the Civil Service Act begs to present the following as a

### THIRD AND FINAL REPORT

Pursuant to Order of Reference dated February 22nd, Your Committee has held 48 sittings; has examined the three Civil Service Commissioners, the Secretary of the Civil Service Commission, the Chief, the Acting Chief, and Investigators Boutin and Jackson of the Organization Branch, and the Chief Examiner of the Civil Service Commission; heard representations from Sir Francis Floud, K.C.B., K.C.M.G., United Kingdom High Commissioner in Canada, the Professional Institute of the Civil Service, the Civil Service Federation of Canada, the Amalgamated Civil Servants of Canada, the Dominion Railway Mail Clerks Federation, the Amputations Association of the Great War and the Canadian Legion of the British Empire Service League. Briefs were received from Army and Navy Veterans in Canada, Officers, Mates and Petty Officers of Government Ships, the Canadian Postmasters' Association, the Customs and Excise Officers' Association, and the New Brunswick, Nova Scotia and Prince Edward Island Nautical Association.

Your committee had charts prepared showing the organization of the staffs of the Civil Service Commission and all Departments of the Government whose staff are under the Civil Service Commission, but was unable, in the time at its disposal to make an extensive enquiry into the various Departments.

Having carefully considered the evidence adduced, Your Committee recommends:—

1. Your Committee deems it expedient and in the interest of the public, the civil service and the Civil Service Commission that a Standing Committee on civil service matters be appointed at the commencement of each session of Parliament and therefore recommends to Parliament that Standing Order 63 be amended by adding after clause (k) of said Order the following clause (l)—“on civil service matters to consist of fifteen members, nine of whom should constitute a quorum.”

2. The Committee further recommends that no official or employee in the Civil Service shall make any direct or indirect recommendation or reference by letter or otherwise on behalf of any relative by blood or marriage, or take any part, whether directly or indirectly in any competition, temporary or permanent assignment, promotion, classification or reclassification in which any such relative is an applicant.

3. Your Committee recommends that it shall be the duty of the Civil Service Commission to make their own rulings on the operation of the Act and apply the same uniformly, provided, however, that any Department affected by such ruling may join the Civil Service Commission in any submission to the Department of Justice for an opinion.

4. Your Committee reaffirms the eighteenth recommendation of the Civil Service Committee of 1932 which is as follows:—

18. Your Committee is of opinion that there is a great deal of overlapping in the performance of duties by the heads of different branches of the Civil Service Commission, owing to matters receiving the attention of the secretary of the Commission which are in no way related to secretarial duties.

Your Committee, therefore, recommends that the secretary of the Civil Service Commission be called upon to perform only those duties which are peculiarly those of a secretary and that the Civil Service Commission consider ways and means of eliminating duplication of correspondence and departmental memoranda which now pass through the secretary to the commissioners.

And your Committee recommends that all forms presently in use for such purposes shall be altered accordingly.

5. As the multiplicity of classifications and the discrepancy in salary ranges tend to create jealousy in the Service and have resulted in injustices and dissatisfaction, your Committee suggests that the service should be divided into five or six broad classes, with a maximum of not more than nine grades in one class, and such division to be set up as soon as possible.

6. From the evidence it appears there is at present a considerable discrepancy in salary ranges as between departments and as between the various branches of the same department and as between the Senate and House of Commons, which militates against efficiency and co-operation, your Committee recommends that the Organization Branch be charged with special responsibility with regard to salary levels in order to simplify ranges and also to thoroughly investigate salaries paid in comparable classes within and without the service.

7. Your Committee recommends that

(1) Annual surveys of departments, units or branches shall be made in rotation by the various investigators, whether requested by the department or not, and such reviews shall be made so as to remedy overlapping, overstaffing or understaffing and any unfair discrepancies which may exist.

(2) If there is to be specialization, it shall be within classes rather than by attempting to cover a whole department from top to bottom, as at present.

(3) Investigators shall mention in each report the time spent with each employee and the date and circumstances of the interviews.

(4) Investigators shall not sit on examining boards as members thereof.

8. In order to give the Civil Service Commissioners a complete picture which will ensure fairness and departmental responsibility, and which will standardize the service and speed up handling of cases, your Committee recommends that the investigator's report and the comments of the chief of the Organization Branch be forwarded to the department concerned and returned to the Civil Service Commission with any comments such department wishes to make.

9. Your Committee recommends that no married woman shall be employed even temporarily under her maiden name and that regulation No. 36 of the Civil Service Commission shall be strictly applied.

10. Your Committee recommends that subsection one of section 38 of the Civil Service Act be amended by adding at the end thereof the following proviso:

Provided that, except on approval by the Governor General in Council, such authorization shall not extend to the employment of a person who is not a natural born or naturalized British subject and also has been a resident of Canada for at least five years.

11. Your Committee recommends the Commission may, at the request of the department concerned, but subject to the approval of the Treasury Board, appoint without competition any person who has already held a permanent position in the Civil Service and who has resigned, to the same or a similar position within the Department if the Department and the Commission are satisfied that such person is deserving of such appointment, is not over fifty-five years of age, is of good character and in good physical condition.

12. Your Committee recommends that standard advertisements to cover the classes and grades suggested in its fifth recommendation should be prepared and adhered to and that the practice which has often been followed in the past of writing advertisements to fit the qualifications of a single individual should be discontinued. Your Committee recommends further that any reason for varying such standard advertisements should be submitted in writing by the deputy head suggesting such variation and be reported thereon by the Organization Branch and that no such varied advertisement shall be issued or published unless previously approved by the Civil Service Commission.

13. Your Committee recommends that examination papers should not be translated for examination purposes but should be read by the examiners in the language in which they have been written, whether English or French.

14. Your Committee is of the opinion that whenever advisable transfers to other branches of departments, as well as from one department to another, should be encouraged so as to prevent favouritism and for the purpose of helping employees to acquire a general knowledge of the work of the department or departments of the government. Your Committee considers that the effect of this recommendation will be to open new horizons to the younger employees by offering opportunities for advancement and promotion at the same time preventing the static condition of the service and remedying certain injustices.

15. To facilitate the adjustments of complaints of a civil servant, where such complaints cannot otherwise be adjusted, your Committee recommends that such complaints be adjudicated by a Board of Appeal consisting of a nominee of a civil service organization named by the appellant, a nominee of the deputy head of the department affected, and a nominee of the Chairman of the Civil Service Commission, the latter of whom shall be Chairman of the Board.

16. Your Committee recommends that ratings on efficiency and fitness, on which selections for promotion are largely based, be made by a Board of three departmental officers instead of by individual departmental officers, as at present, and that a system of periodical rulings recording



the efficiency of employees be established, for use in connection with promotions, salary increases and retirements. That the employee shall be advised of the result of all his ratings and shall have right to appeal such rating to the Board mentioned in the preceding recommendation.

17. Your Committee recommends that promotions shall not be confirmed until after the expiration of fourteen days so as to permit the making of an appeal to the Board mentioned in your Committee's fifteenth recommendation, and in the event of such appeal being made that such promotion shall not be confirmed until the appeal has been disposed of.

18. Your Committee recommends that the practice of placing employees in vacant positions in an acting capacity instead of holding promotion competitions for them be discouraged.

19. Your Committee recommends that the Commission investigate the feasibility of more extensive and adequate advertising of competitions by press and radio.

Your Committee regrets that the recommendation of the Civil Service Committee of 1932 "that all papers, documents, et cetera, placed on the files of the commission be consecutively numbered in each file, so that removals or deletions therefrom will be apparent" has been ignored, and recommends that it shall be strictly observed and that also each document on file shall be duly initialled and dated.

21. Your Committee recommends that section twenty-one of the Civil Service Act, dealing with vacancies in the departments, be amended by providing (in subsection two thereof) for the case of temporary appointments when there is no eligible list that

the Commission shall forthwith hold an examination and, if necessary, to prevent any serious interference with the public business, but not otherwise, may fill the position at once, *subject to the approval of the head of the department*, by making a temporary appointment as prescribed herein

the only change in the subsection being the insertion therein of the words italicized above.

22. Your Committee is of the opinion that the preference granted by section twenty-eight and twenty-nine of the Act to persons who have served overseas in the military or naval forces of His Majesty's Allies shall apply only when such persons are natural born or naturalized British subjects, and also had been resident in Canada before The Great War.

23. Your Committee recommends that no male employee shall be retained in the Civil Service beyond the age of sixty-five years and no female employee beyond the age of sixty years, and that such retirement be made compulsory without any extension.

Your Committee is of the opinion that this would materially increase the efficiency of the Civil Service, would facilitate promotion and create a brighter outlook for the future of the younger people in the Service or desirous of entering therein.

24. Your Committee is of the opinion that a departmental division of eighty per cent permanent and twenty per cent temporary results in discrimination in certain branches where the work is entirely permanent

and where twenty per cent have to wait years for any hope of permanency, and also that further evil of this system is that a branch may pad up work to bring in extra temporaries, so as to absorb into the permanent quota those who otherwise would not be permanent.

25. Your Committee recommends that long-term temporaries on the staff of the House of Commons who have been giving satisfactory service for a number of years should be made permanent employees under the Civil Service Commission.

and that the evidence taken by the Committee be indexed and 1,000 copies in English and 500 copies in French be printed in bluebook form.

A copy of the Minutes of Proceedings and Evidence taken is tabled herewith; also 3 exhibits filed on May 25.

All of which is respectfully submitted.

J. F. POULIOT,  
*Chairman.*

















Government  
Publications



BINDING SECT.

JAN 21 1960

Government  
Publications



